

Plan Recommendations Report



Town of Bear Creek—Year 2030 Comprehensive Plan

Town of Bear Creek Waupaca County, Wisconsin

August 2007



This page intentionally left blank.

Resolution No. 1-2007

**RECOMMENDATION OF THE PLAN COMMISSION
TO ADOPT THE TOWN OF BEAR CREEK YEAR 2030 COMPREHENSIVE PLAN**

WHEREAS, pursuant to sections 62.23(2) and (3), Wisconsin Statutes, for cities, villages, and those towns exercising village powers under section 60.22(3), the Town of Bear Creek is authorized to prepare and adopt a comprehensive plan consistent with the content and procedure requirements in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4); and

WHEREAS, the *Town of Bear Creek Year 2030 Comprehensive Plan* consists of two documents (attached hereto): the "Plan Recommendations Report," and the "Inventory and Trends Report," and

WHEREAS, a Plan Commission was established by the Town Board and participated in the production of *Town of Bear Creek Year 2030 Comprehensive Plan* in conjunction with a multi-jurisdictional planning effort to prepare the *Waupaca County Year 2030 Comprehensive Plan*; and

WHEREAS, numerous forums for public participation have been provided including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process web site.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Bear Creek Plan Commission hereby recommends that the "Recommended Plan" of the *Town of Bear Creek Year 2030 Comprehensive Plan* and plan adoption ordinance are filed with the governmental units specified under section 66.1001(4)(b) and (c), and are discussed at a public hearing required under section 66.1001(4)(d); and

BE IT FURTHER RESOLVED, that the Town of Bear Creek Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Draft" and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the Town Board adopt the *Town of Bear Creek Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 14th day of June, 2007.

Motion for adoption moved by: Richard Rahan
Motion for adoption seconded by: Lloyd Mares
Voting Aye: 5 Voting Nay: 0

Penny Liden
Plan Commission Chair

ATTEST:
Susan Finkel
Plan Commission Secretary

Ordinance No. 1-2007

**AN ORDINANCE TO ADOPT THE TOWN OF BEAR CREEK
YEAR 2030 COMPREHENSIVE PLAN**

The Town Board of the Town of Bear Creek, Waupaca County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3), Wisconsin Statutes, the Town of Bear Creek is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Bear Creek has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a), Wisconsin Statutes.

SECTION 3. The Town of Bear Creek Plan Commission, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "*Town of Bear Creek Year 2030 Comprehensive Plan*" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The Town of Bear Creek has provided numerous opportunities for public involvement in accordance with the Public Participation and Education Plan adopted by the Town Board and Waupaca County Board including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process web site. A public hearing was held on July 30, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Bear Creek does, by the enactment of this ordinance, formally adopt the two documents composing the "*Town of Bear Creek Year 2030 Comprehensive Plan*" (including the "Plan Recommendations Report" and the "Inventory and Trends Report") pursuant to Section 66.1001(4)(c), Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

ADOPTED this 20th day of August, 2007.

Voting Aye: 3 Voting Nay: 0

Published/Posted on: August 30th, 2007.

Douglas Bolinbee
Town Chair

Attest:

Carrie Guerpertog
Town Clerk

Town of Bear Creek

Year 2030 Comprehensive Plan

Contents

	Page
1. Issues and Opportunities	1-1
1.1 Introduction.....	1-1
1.2 Plan Summary.....	1-2
1.3 Town of Bear Creek 2030 Vision	1-7
1.4 Comprehensive Plan Development Process and Public Participation	1-9
1.5 Town of Bear Creek Issues and Opportunities	1-10
1.6 Issues and Opportunities Policies	1-11
2. Population and Housing	2-1
2.1 Population and Housing Plan.....	2-1
2.2 Population Characteristics Summary.....	2-1
2.3 Housing Characteristics Summary.....	2-5
2.4 Population and Housing Trends and Outlook.....	2-8
2.5 Housing for All Income Levels.....	2-8
2.6 Housing for All Age Groups and Persons with Special Needs.....	2-9
2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing.....	2-10
2.8 Maintaining and Rehabilitating the Existing Housing Stock.....	2-10
2.9 Population and Housing Goals and Objectives.....	2-11
2.10 Population and Housing Policies and Recommendations.....	2-12
2.11 Population and Housing Programs.....	2-13
3. Transportation	3-1
3.1 Transportation Plan.....	3-1
3.2 Planned Transportation Improvements	3-1
3.3 Comparison with County, State, and Regional Transportation Plans.....	3-1
3.4 Transportation Goals and Objectives.....	3-2
3.5 Transportation Policies and Recommendations.....	3-2
3.6 Transportation Programs.....	3-5
4. Utilities and Community Facilities.....	4-1
4.1 Utilities and Community Facilities Plan	4-1
4.2 Planned Utility and Community Facility Improvements	4-5
4.3 Utilities and Community Facilities Goals and Objectives.....	4-11
4.4 Utilities and Community Facilities Policies and Recommendations.....	4-12
4.5 Utilities and Community Facilities Programs.....	4-15

5.	Agricultural, Natural, and Cultural Resources	5-1
5.1	Agricultural, Natural, and Cultural Resources Plan.....	5-1
5.2	Agricultural, Natural, and Cultural Resources Goals and Objectives	5-2
5.3	Agricultural, Natural, and Cultural Resources Policies and Recommendations	5-4
5.4	Agricultural, Natural, and Cultural Resources Programs	5-10
6.	Economic Development	6-1
6.1	Economic Development Plan.....	6-1
6.2	Economic Characteristics Summary	6-2
6.3	Strengths and Weaknesses Analysis	6-4
6.4	Desired Business and Industry	6-5
6.5	Sites for Business and Industrial Development	6-5
6.6	Economic Development Goals and Objectives.....	6-6
6.7	Economic Development Policies and Recommendations.....	6-6
6.8	Economic Development Programs	6-8
7.	Intergovernmental Cooperation.....	7-1
7.1	Intergovernmental Cooperation Plan	7-1
7.2	Inventory of Existing Intergovernmental Agreements	7-1
7.3	Analysis of the Relationship with School Districts and Adjacent Local Governmental Units	7-2
7.4	Intergovernmental Opportunities, Conflicts, and Resolutions.....	7-3
7.5	Intergovernmental Cooperation Goals and Objectives	7-6
7.6	Intergovernmental Cooperation Policies and Recommendations	7-7
7.7	Intergovernmental Cooperation Programs	7-9
8.	Land Use.....	8-1
8.1	Introduction.....	8-1
8.2	Existing Land Use.....	8-1
8.3	Projected Supply and Demand of Land Uses	8-7
8.4	Preferred Land Use Plan	8-10
8.5	Preferred Land Use Classifications.....	8-15
8.6	Existing and Potential Land Use Conflicts	8-20
8.7	Opportunities for Redevelopment.....	8-20
8.8	Land Use Goals and Objectives.....	8-21
8.9	Land Use Policies and Recommendations	8-21
8.10	Land Use Programs.....	8-27
9.	Implementation.....	9-1
9.1	Action Plan.....	9-1
9.2	Status and Changes to Land Use Programs and Regulations	9-5
9.3	Non-Regulatory Land Use Management Tools	9-9
9.4	Comprehensive Plan Amendments and Updates	9-10
9.5	Integration and Consistency of Planning Elements	9-11
9.6	Measurement of Plan Progress.....	9-14
9.7	Implementation Goals and Objectives	9-15
9.8	Implementation Policies and Recommendations	9-15

Tables

Table 2-1	Population Counts, Waupaca County, 1970-2000	2-3
Table 2-2	Housing Supply, Occupancy, and Tenure, Town of Bear Creek, 1990 and 2000 ...	2-5
Table 2-3	Housing Supply, Occupancy, and Tenure, Waupaca County, 1990 and 2000.....	2-5
Table 6-1	Educational Attainment of Persons Age 25 and Over, Waupaca County and Town of Bear Creek, 2000	6-2
Table 6-2	Employment by Industry, Town of Bear Creek and Waupaca County 2000.....	6-3
Table 6-3	Employment by Occupation, Town of Bear Creek and Waupaca County	6-4
Table 8-1	Existing Land Use, Town of Bear Creek, 2004	8-2
Table 8-2	Projected Land Use Demand (acres) Town of Bear Creek 2000-2030	8-8
Table 8-3	Land Supply and Demand Comparison Town of Bear Creek.....	8-8
Table 8-4	Preferred Land Use, Town of Bear Creek, 2006	8-19

Figures

Figure 2-1	Population, Town of Bear Creek, 1970-2000.....	2-2
Figure 2-2	Comparative Population Forecast, 2005-2030 Town of Bear Creek Population Forecasts.....	2-4
Figure 2-3	Units in Structure, Town of Bear Creek, 2000	2-6
Figure 2-4	Comparative Housing Forecast, 2000-2030 Town of Bear Creek Population Forecasts	2-7
Figure 8-1	Existing Land Use, Town of Bear Creek, 2004	8-3
Figure 8-2	Land Supply and Demand Comparison Town of Bear Creek.....	8-9
Figure 8-3	Preferred Land Use, Town of Bear Creek, 2006.....	8-19

Maps

Map 1-1	Regional Setting	1-5
Map 4-7	Community Facilities and Services	4-3
Map 4-41	Planned Community Facility and Transportation Improvements	4-9
Map 8-7	Existing Land Use	8-5
Map 8-45	Preferred Land Use.....	8-13

Appendices

Existing Land Use Classifications and Development Potential Scenarios
Public Participation Plan and Survey Results

Appendix A
Appendix B

Element Abbreviations

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

1 Issues and Opportunities



This page intentionally left blank.

1. Issues and Opportunities

1.1 Introduction

The Town of Bear Creek is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the town's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Bear Creek Year 2030 Comprehensive Plan* will guide community decision making in the Town of Bear Creek for the next 20 to 25 years. The town's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the town's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Waupaca County and the Town of Bear Creek. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Town of Bear Creek joined Waupaca County in this effort along with 20 other towns, six cities, and six villages for a total of 34 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Town of Bear Creek Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they

wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Bear Creek developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

1.2 Plan Summary

The Town of Bear Creek is an unincorporated rural town in northeast Waupaca County. It is situated between the Cities of Clintonville and New London along the Highway 45 corridor. The town's landscape is a mix of farmland, woodland, and some residential development. Farmland is the most significant land use (13,906 acres), and it supports a variety of agricultural operations, including but not limited to dairy, beef cattle, sheep, cash crop, and cabbage. The Town of Bear Creek lies in the heart of Waupaca County's most important dairy region and is blessed with some of the most productive soils in the area. It is a critical piece of the almost one-half billion dollar agricultural industry in the county. Commercial and industrial development is sparse and situated mostly along Highway 45 (especially near Bear Creek Corners), but opportunities to expand this part of their economy are expected given the recent rerouting of Highway 45. Some development is scattered throughout the town. The predominant developed use is residential, including single-family and farmsteads.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. The top issue identified by the committee was the negative impact unplanned development has on natural resources and farmland, which are the town's economic base. Development associated with this issue was also recognized as a financial opportunity for the landowners that are creating and selling the lots. Thus, the town has been extremely sensitive to the private property rights issues of expanding farmers and landowners who want to develop their property. Biosolids, power lines, communication between existing and new residents, and hunting rights being preserved (despite development and land fragmentation) also ranked as top issues. Opportunities included the ability to preserve natural resources, especially groundwater, and the vibrant agricultural industry. Town residents responded to two planning process surveys that were sent to all landowners, and the strongest areas of consensus included:

- ♦ Protecting natural resources, including water quality, forest lands, and wildlife habitat.
- ♦ Protecting farmland from development.
- ♦ Protecting rural character.
- ♦ Protecting private property rights.

The town feels that its comprehensive plan sets the stage to successfully balance and achieve the desires expressed in the survey results.

The town feels that its comprehensive plan sets the stage to successfully balance and achieve the desires expressed in the survey results. This will be accomplished by creating a new system in which development takes place. This new system will incorporate many innovative techniques

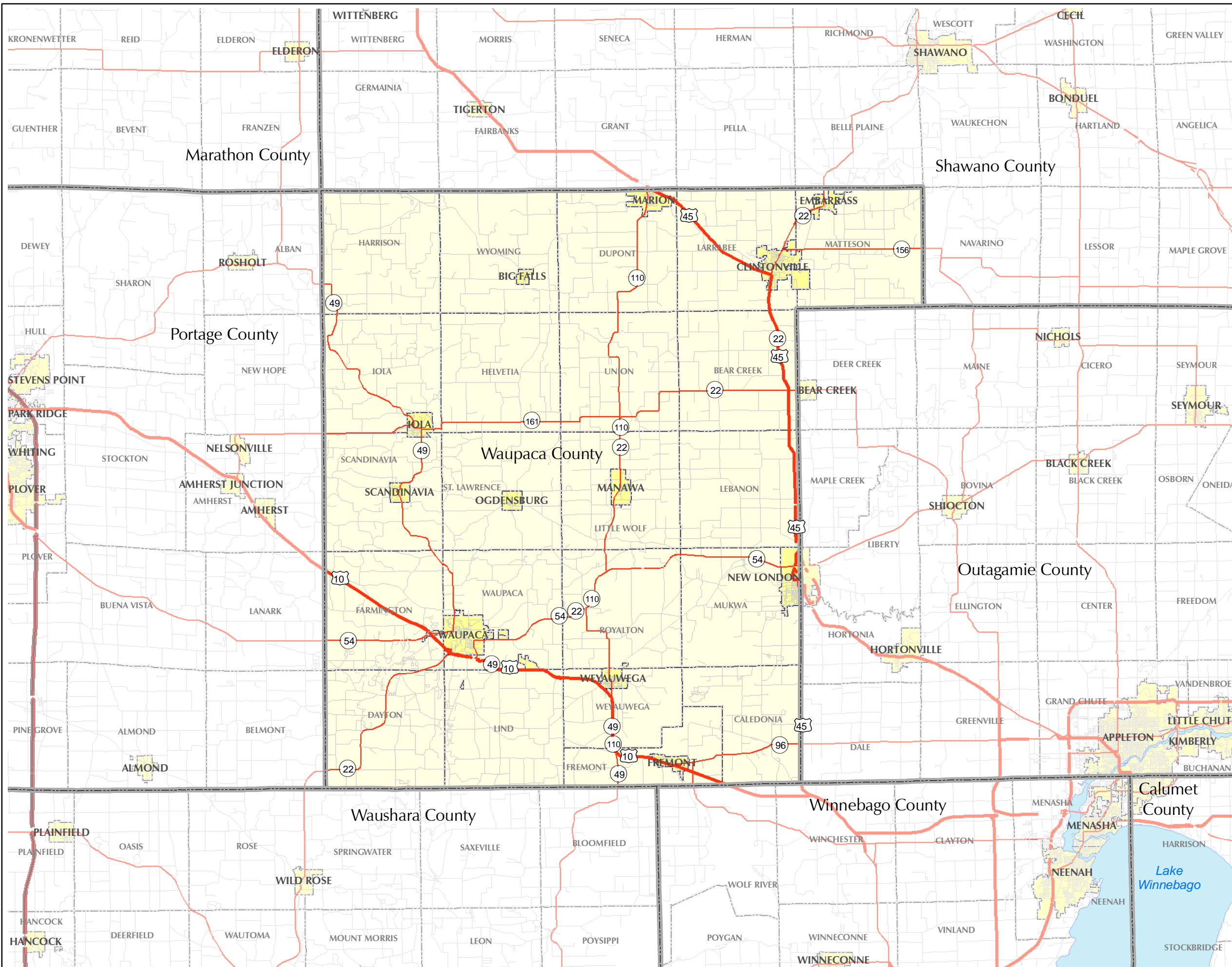
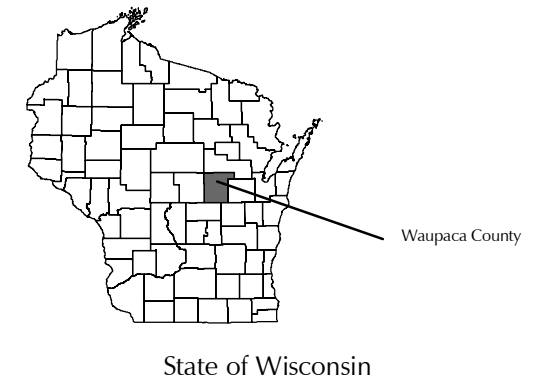
involving densities, lot sizes, and subdivision design (refer to Appendix A). Paramount in the plan is the placement of residential development in regard to the community's farming resources, (e.g., productive soils) and urbanizing environment. Thus, higher density residential and commercial development is focused around certain nodes and the Highway 45 corridor, respectively.

This page intentionally left blank.

MAP 1 - 1

REGIONAL SETTING

Waupaca County, Wisconsin



This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Wisconsin DNR and Wisconsin DOT.



This page intentionally left blank.

1.3 Town of Bear Creek 2030 Vision

The Town of Bear Creek's vision for the future is expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

- Goal: Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.
- Goal: Provide for housing development that maintains the attractiveness and rural character of the town.
- Goal: Preserve the maintenance and rehabilitation of the community's existing housing stock.

Transportation Goals

- Goal: Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.
- Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Utilities and Community Facilities Goals

- Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.
- Goal: Promote a variety of recreational opportunities within the community.
- Goal: Regulate proper disposal of wastewater to protect groundwater and surface water resources.
- Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Agricultural, Natural, and Cultural Resources Goals

- Goal: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.
- Goal: Balance future development with the protection of natural resources.

Goal: Regulate groundwater quality and quantity.

Goal: Preserve surface water quality including lakes, ponds, flowages, rivers, and streams.

Goal: Preserve open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Goal: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Goal: Balance future needs of mineral resource extraction with potential adverse impacts on the community.

Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Goal: Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Economic Development Goals

Goal: Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

Intergovernmental Cooperation Goals

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Goal: Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

Land Use Goals

Goal: Plan for land use in order to achieve the town's desired future.

Goal: Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives for the future.

Implementation Goals

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Bear Creek has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The town's adopted *Public Participation and Education Plan* is found in Appendix B.

The Waupaca County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Waupaca County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Waupaca County Inventory and Trends Report*, the process of adopting the *Town of Bear Creek Year 2030 Comprehensive Plan* included several public participation activities. These include a public informational meeting, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meeting

On November 28, 2006, a public informational meeting was held on the draft *Town of Bear Creek Year 2030 Comprehensive Plan* at the town hall. Postcards were sent to each landowner in the community, and 42 people attended the informational meeting. Comments were generally positive, including one requesting tighter development restrictions to preserve farmland. A questionnaire was provided to garner written comments, and seven responses were received. Comments on the questionnaire were both positive and guarded. Guarded comments can be characterized as supportive of the plan as long as that individual can do whatever they want but their neighbor cannot.

Plan Commission and Town Board Action

On June 14, 2007, the Town of Bear Creek Plan Commission discussed the draft comprehensive plan and passed resolution number 1-2007 recommending approval of the plan to the Town

Board. After completion of the public hearing, the Town of Bear Creek Town Board discussed and adopted the comprehensive plan by passing ordinance number 1-2007 on August 20, 2007.

Public Hearing

On July 23, 2007, a public hearing was held on the recommended *Town of Bear Creek Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Verbal and written comments were taken into consideration before the Town Board took action to adopt the comprehensive plan.

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

1.5 Town of Bear Creek Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

In the March 2004 cluster meeting, Town of Bear Creek citizens identified issues and opportunities. Participant took turns sharing the issues and opportunities that they felt were important in the community. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

Issues and Opportunities

- ♦ Land development/lotting off/subdivisions/What will happen to current retired farmers land as they pass on? Will it be turned into housing? (I) (O) (6 votes)
 - How much property it takes (I)
 - For someone to develop it (O)
- ♦ Biosolids (I) (5 votes)
- ♦ Powerline (I) (4 votes)
- ♦ Keep lines of communication between newcomers and existing residents (I) (3 votes)
 - Keep connected
 - Keep informed (example, planting trees in ditch line)
- ♦ Hunting rights for land owners threatened by new development (I) (3 votes)
- ♦ Preserve clean water (I); groundwater quality and quantity (O); Streams and Waterways (O) (3 votes)
- ♦ Land use controls (I)(O) (2 votes)

- ♦ Keep fire and rescue protection (O) (2 votes)
- ♦ Concerned about highways and roads (76, 22 and 45) (I) (1 vote)
 - Might need to plan to put in stop lights; if economic development occurs that's where it will be
- ♦ Separation of incompatible uses (I) (1 vote)
- ♦ Threat of Bear Creek K-5 School closing (I)(O)
- ♦ Subdivisions/lotting (I)
- ♦ Formation of large factory dairy farms (I)
- ♦ Need to pay more for City of Clintonville Recreation programs (I)
- ♦ Tasteful development (mobile homes – yes/no) (I)
- ♦ More of the wildlife preserved (I) (O)
- ♦ Good town board
- ♦ Citizen involvement (I) (O)
- ♦ Summer school only offered in morning; lack of transportation (I)
- ♦ Preserve rural areas (O)
- ♦ Parks and recreation facilities – need more (O)
- ♦ Good Town Board
- ♦ Town of Bear Creek has some very viable profitable farms – maintain it, do what we can to help them (O)
- ♦ Community is really close knit and I don't want to see that change (O)
- ♦ Drainage is exceptional and we should keep it that way (O)
- ♦ Streams and waterways; groundwater quality and quantity (O)
- ♦ Excellent schools that serve youth (O)
- ♦ Town hall great facility (O)
- ♦ Garbage pick up by Town (O)
- ♦ Good churches (O)

1.6 Issues and Opportunities Policies

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Policies: Town Directive

- IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).
- IO2 Public participation shall continue to be encouraged for all aspects of town governance (Source: Basic Policies).

2

Population and Housing



This page intentionally left blank.

2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Bear Creek plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the Town of Bear Creek and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Bear Creek's plan for population and housing growth reflects its very rural nature, agrarian base, and lack of proximity to urbanizing areas relative to other Waupaca County communities. During the 1970s and 1980s, the town actually lost population. This trend reversed in the 1990s, and the growth is expected to continue at a moderate rate of 10% over the next 25 years. A moderate rate of housing growth of 21.6% is expected to accompany the population growth. The higher rate of housing growth compared to population growth is expected in the context of decreasing rates of persons per household. Although the town does not provide the services required of an aging population, nearby Clintonville and New London have expanding medical services and other urban amenities. The town does not expect this nearby access to sway people from moving to or from the area. The recently rerouted US Highway 45 also makes easier access to the Fox Valley from the Town of Bear Creek.

Many of the top issues and opportunities identified by the town involved the land use demands connected to housing and population growth. The number one issue/opportunity can be summarized in a question – “How can we address the negative impacts of land development on agriculture and natural resources while also addressing the impact that potential land use controls can have on retired farmers?” The town has addressed this issue and opportunity by providing targeted areas for higher density housing development and areas for lower density housing development designed with agricultural preservation in mind.

2.2 Population Characteristics Summary

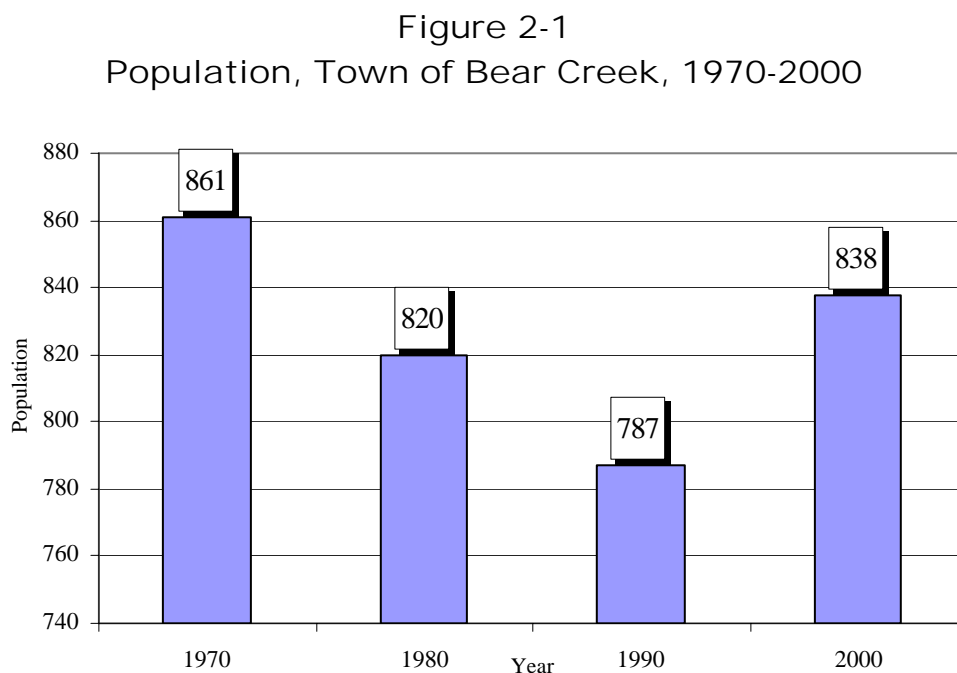
2000 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Waupaca County – a smaller population.

Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the Town of Bear Creek for 1970 through 2000 according to the U.S. Census.



Source: U.S. Bureau of the Census, 1970-2000.

As displayed in Figure 2-1, the Town of Bear Creek has experienced a fluctuating population and an overall population decline from 1970 to 2000. A substantial population increase of 6.5% (representing 51 people) occurred between 1990 and 2000.

Table 2-1 displays the population trends of Waupaca County, its municipalities, and the State of Wisconsin from 1970 to 2000 according to the U.S. Census.

Table 2-1
Population Counts, Waupaca County, 1970-2000

	1970	1980	1990	2000	# Change 1970-80	% Change 1970-80	# Change 1980-90	% Change 1980-90	# Change 1990-00	% Change 1990-00
T. Bear Creek	861	820	787	838	-41	-4.8%	-33	-4.0%	51	6.5%
T. Caledonia	882	1,040	1,177	1,466	158	17.9%	137	13.2%	289	24.6%
T. Dayton	979	1,514	1,992	2,734	535	54.6%	478	31.6%	742	37.2%
T. Dupont	645	615	634	741	-30	-4.7%	19	3.1%	107	16.9%
T. Farmington	2,242	2,959	3,602	4,148	717	32.0%	643	21.7%	546	15.2%
T. Fremont	514	618	561	632	104	20.2%	-57	-9.2%	71	12.7%
T. Harrison	379	450	432	509	71	18.7%	-18	-4.0%	77	17.8%
T. Helvetia	401	568	587	649	167	41.6%	19	3.3%	62	10.6%
T. Iola	549	702	637	818	153	27.9%	-65	-9.3%	181	28.4%
T. Larrabee	1,295	1,254	1,316	1,301	-41	-3.2%	62	4.9%	-15	-1.1%
T. Lebanon	906	1,168	1,290	1,648	262	28.9%	122	10.4%	358	27.8%
T. Lind	787	1,038	1,159	1,381	251	31.9%	121	11.7%	222	19.2%
T. Little Wolf	1,089	1,138	1,326	1,430	49	4.5%	188	16.5%	104	7.8%
T. Matteson	737	844	889	956	107	14.5%	45	5.3%	67	7.5%
T. Mukwa	1,208	1,946	2,304	2,773	738	61.1%	358	18.4%	469	20.4%
T. Royalton	1,205	1,432	1,456	1,544	227	18.8%	24	1.7%	88	6.0%
T. St. Lawrence	517	608	697	740	91	17.6%	89	14.6%	43	6.2%
T. Scandinavia	519	772	890	1,075	253	48.7%	118	15.3%	185	20.8%
T. Union	774	784	733	804	10	1.3%	-51	-6.5%	71	9.7%
T. Waupaca	830	1,040	1,122	1,155	210	25.3%	82	7.9%	33	2.9%
T. Weyauwega	538	559	653	627	21	3.9%	94	16.8%	-26	-4.0%
T. Wyoming	292	304	283	285	12	4.1%	-21	-6.9%	2	0.7%
V. Big Falls	112	107	75	85	-5	-4.5%	-32	-29.9%	10	13.3%
V. Embarrass	472	496	461	487	24	5.1%	-35	-7.1%	26	5.6%
V. Fremont	598	510	632	666	-88	-14.7%	122	23.9%	34	5.4%
V. Iola	900	957	1,125	1,298	57	6.3%	168	17.6%	173	15.4%
V. Ogdensburg	206	214	220	224	8	3.9%	6	2.8%	4	1.8%
V. Scandinavia	268	292	298	349	24	9.0%	6	2.1%	51	17.1%
C. Clintonville	4,600	4,567	4,423	4,736	-33	-0.7%	-144	-3.2%	313	7.1%
C. Manawa	1,105	1,205	1,169	1,330	100	9.0%	-36	-3.0%	161	13.8%
C. Marion*	1,218	1,348	1,242	1,297	130	10.7%	-106	-7.9%	55	4.4%
C. New London*	5,801	6,210	6,658	7,085	409	7.1%	448	7.2%	427	6.4%
C. Waupaca	4,342	4,472	4,946	5,676	130	3.0%	474	10.6%	730	14.8%
C. Weyauwega	1,377	1,549	1,665	1,806	172	12.5%	116	7.5%	141	8.5%
Waupaca County	37,780	42,831	46,104	51,825	5,051	13.4%	3,273	7.6%	5,721	12.4%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	287,911	6.5%	186,127	4.0%	471,906	9.6%

*Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.

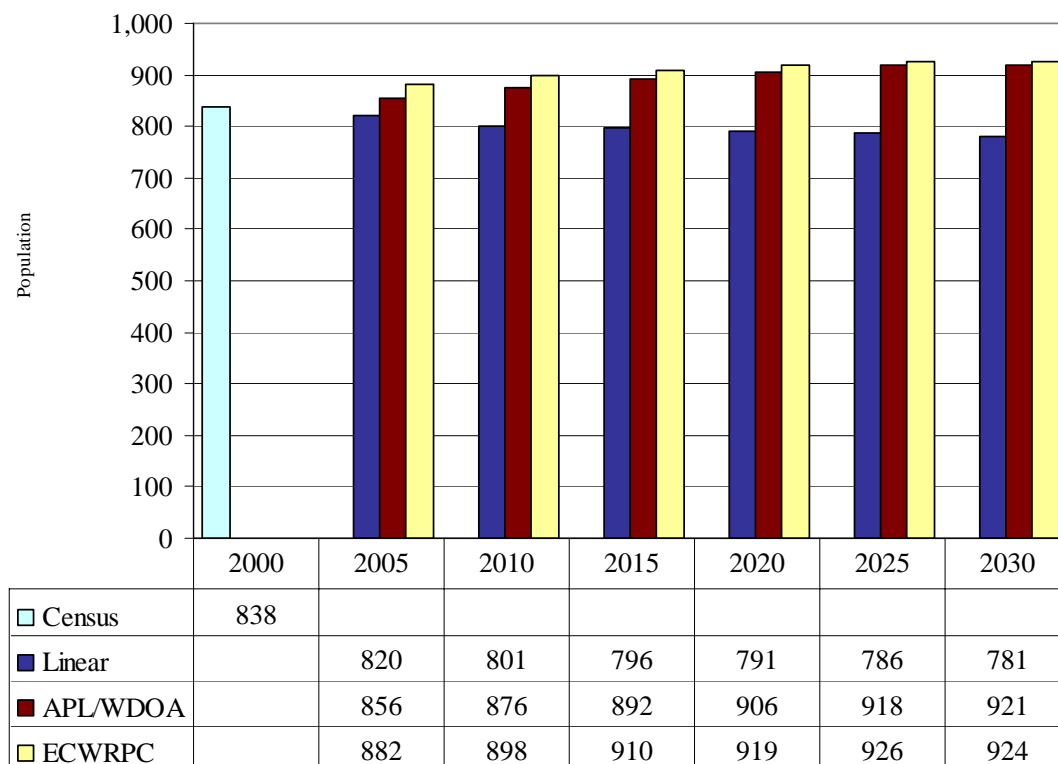
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Bear Creek.

Three sources have been utilized to provide population projections. The first projection is produced by the Applied Population Lab and the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1970. The third projection is produced by the East Central Wisconsin Regional Planning Commission. Figure 2-2 displays the three population projections created for the Town of Bear Creek.

Figure 2-2
Comparative Population Forecast, 2005-2030
Town of Bear Creek Population Forecasts



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth & Van Dyke linear projections 2005-2030. East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

Population projections for the Town of Bear Creek range from a loss of 57 people to a gain of 86 people. The town chose to plan for an increase of 83 people represented by the APL/WDOA projection. A driving factor behind the decision to identify the APL/WDOA projection as the most reasonable is tied to the housing growth projections for the town. The link between population and housing is the rate of persons per household. This population projection coupled with the related housing projection results in a per person household average of 2.6. The 2000 Census rate of persons per household for the town was 2.9, and recent trends indicate decreasing persons per household.

2.3 Housing Characteristics Summary

Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Waupaca County and the Town of Bear Creek in 1990 and 2000.

Table 2-2
Housing Supply, Occupancy, and Tenure, Town of Bear Creek,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	271	100.0%	291	100.0%	20	7.4%
Occupied housing units	254	93.7%	279	95.9%	25	9.8%
Owner-occupied	220	81.2%	247	84.9%	27	12.3%
Renter-occupied	34	12.5%	32	11.0%	-2	-5.9%
Vacant housing units	17	6.3%	12	4.1%	-5	-29.4%
Seasonal units	4	1.5%	2	0.7%	-2	-50.0%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-3
Housing Supply, Occupancy, and Tenure, Waupaca County,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	20,141	100.0%	22,508	100.0%	2,367	11.8%
Occupied housing units	17,037	84.6%	19,863	88.2%	2,826	16.6%
Owner-occupied	12,961	64.4%	15,287	67.9%	2,326	17.9%
Renter-occupied	4,076	20.2%	4,576	20.3%	500	12.3%
Vacant housing units	3,104	15.4%	2,645	11.8%	-459	-14.8%
Seasonal units	2,261	11.2%	1,681	7.5%	-580	-25.7%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

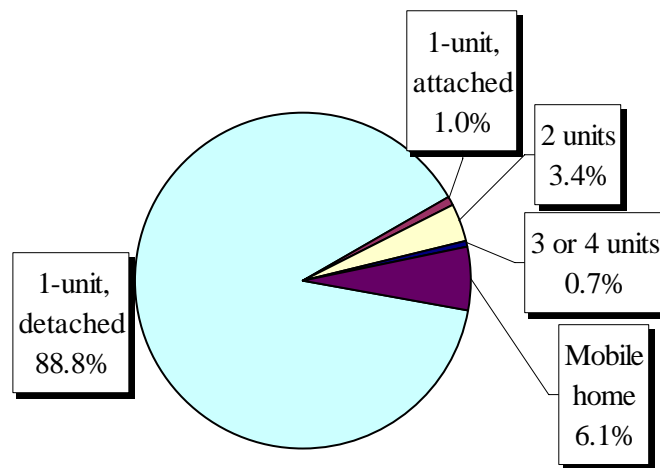
The housing supply in the Town of Bear Creek consists largely of owner-occupied year round homes. In 2000, there were a total of 291 housing units in the town. Compared to Waupaca County as a whole, there are smaller proportions of rental units and vacant units. These data suggest that the housing supply in the Town of Bear Creek is more difficult to access for renters and in terms of vacant unit sales.

Between 1990 and 2000, the town experienced growth in total housing units, owner-occupied units, and renter-occupied units, but at slower rates than Waupaca County as a whole. Some of the increase in occupied housing units can probably be attributed to vacant and seasonal units in relation to occupied year-round homes. Renter-occupied and vacant housing units in the town decreased over the 10 year time period at higher rates than Waupaca County as a whole.

Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the Town of Bear Creek on a percentage basis for 2000.

Figure 2-3
Units in Structure, Town of Bear Creek, 2000



Source: U.S. Bureau of the Census, 2000, STF-3.

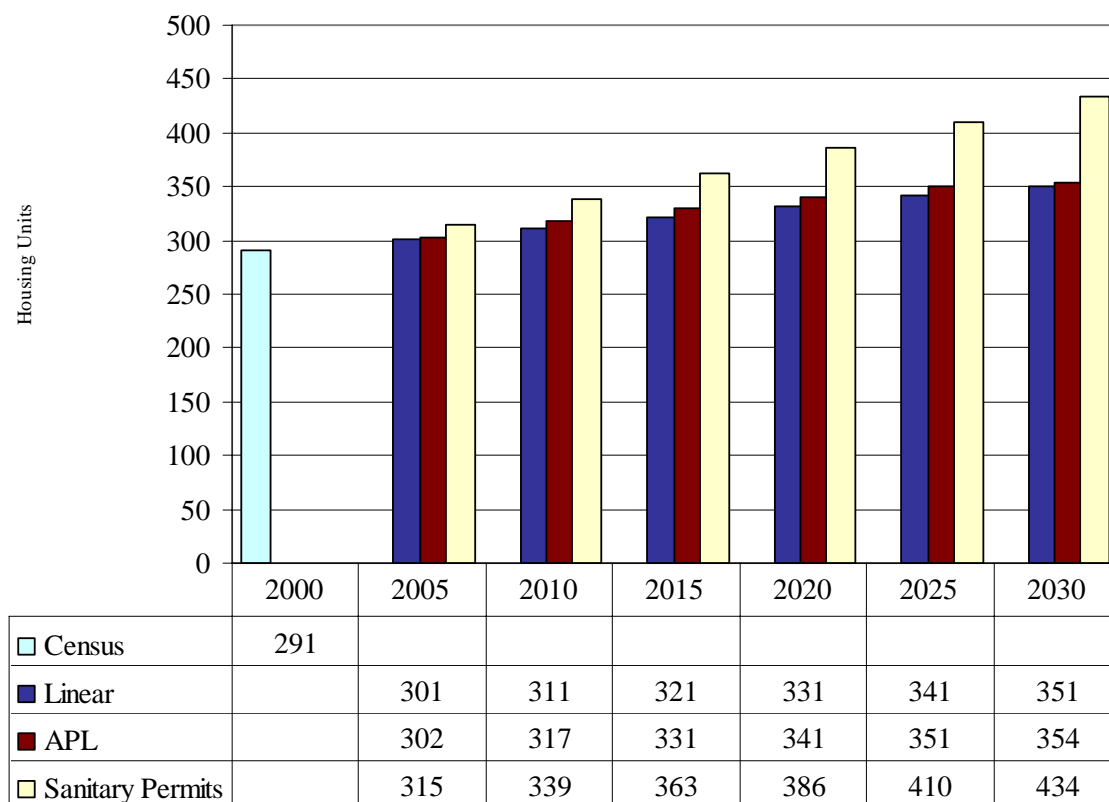
These data show that the housing supply in the Town of Bear Creek is very homogeneous. The housing supply is composed primarily of one-unit detached structures with the second largest proportion in mobile homes. Low proportions of multiple unit housing are common in rural areas that do not provide municipal sewer and water or other urban services.

Housing Forecasts

Similar to population forecasts, housing projections are based on past and current housing trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the town.

Figure 2-4 displays three housing forecasts for the Town of Bear Creek. The Linear projection assumes a continuation of growth trends since 1990. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The Applied Population Lab (APL) projection is a non-linear projection that takes into account such factors as births, deaths, in-migration, and out-migration. State wide trends in these areas are assumed to have a similar impact on Waupaca County. The sanitary permit project is based on permit data as provided by the Waupaca County Zoning Department.

Figure 2-4
Comparative Housing Forecast, 2000-2030
Town of Bear Creek Population Forecasts



Source: Applied Population Laboratory, UW-Madison/Extension, 2004. U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2005-2030. Waupaca County Zoning Department.

Housing projections for the Town of Bear Creek range from a gain of 60 to 143 units. The town chose to plan for an increase of 63 units represented by the APL/WDOA projection. A driving factor behind the decision to choose this projection was the level of comfort the town had with the per person household average of 2.6 given the current average of 2.9 that would result when combined with the chosen projected population growth of 83 people.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Bear Creek over the next 20 to 25 years.

- ♦ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ♦ Minority populations are expected to increase due to the agriculture industry.
- ♦ Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- ♦ Interest in modular and mobile home development will continue as driven by need for affordable housing.
- ♦ People will continue to desire an “acre or two in the country,” and pressure to convert farmland and woodland to subdivisions and lots will increase, especially in rapidly growing areas.
- ♦ Finding quality, affordable housing will become increasingly difficult.
- ♦ High demand for housing and energy cost assistance will continue.

2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Bear Creek appears to be affordable on the average. The median household income in the town in 1999 was \$45,227 per year, or \$3,769 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$845, and the median monthly gross rent in the town was \$438. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in the Town of Bear Creek spends about 22% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Bear Creek spends about 12% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 14.0% of homeowners and 26.1% of renters in the Town of Bear Creek paid 30% or more of their household income on housing costs.

The Town of Bear Creek has addressed the issue of housing for all income levels. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ♦ Goal H1 and related objectives 1.a. and 1.d.
- ♦ Policy H4
- ♦ *Housing* element recommendations

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Waupaca County's age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs.

The Town of Bear Creek has addressed the issue of housing for all age groups and persons with special needs. Refer to the following goals, objectives, and recommendations for the town's approach to this issue.

- ♦ Goal H1 and related objectives 1.b., 1.c., and 1.d.
- ♦ *Housing* element recommendations

2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the *Housing* element, a community can set its goals, objectives, and policies for affordable housing. In the *Land Use* element, a community can identify potential development and redevelopment areas.

The Town of Bear Creek's plan for preferred land use includes land for higher density development. Most of the high density development is located along state or county highways but some is situated along town roads as identified by the Rural Residential preferred land use classification. The Rural Residential classification includes 1,174 acres of the town.

Also refer to the following goals, objectives, policies, and recommendations for the town's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- ♦ Goal H1 and related objectives 1a. and 1.b.
- ♦ Policies H3 and H4
- ♦ *Housing* element recommendations

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The Town of Bear Creek has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ♦ Goal H3 and related objectives 3.a., 3.b., and 3.c.
- ♦ *Housing* element recommendations

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and special housing needs.

Objectives

- 1.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing.
- 1.b. Allow for residential development that provides an appropriate mix of single-family, two-family, and multi-family housing.
- 1.c. Coordinate with Waupaca County and neighboring communities to plan for the housing needs of the aging population.
- 1.d. Support the improvement of local and regional efforts to create quality housing with affordable rent to working families and regional efforts to address housing needs for the elderly and special-need individuals.

Goal 2 Provide for housing development that maintains the attractiveness and rural character of the town.

Objectives

- 2.a. Direct residential subdivision development to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- 2.b. Promote the development of housing that is consistent in quality, character, and location with the town's comprehensive plan.
- 2.c. Increase the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal 3 Preserve the maintenance and rehabilitation of the community's existing housing stock.

Objectives

- 3.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.
- 3.b. Encourage citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination, failing septic systems, and broken or missing smoke detectors.

- 3.c. Encourage the preservation, maintenance, and rehabilitation of historically significant homes and barns.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- H1 The community will plan for a sufficient supply of developable land that allows for a variety of housing types and densities (Source: Strategy H1).
- H2 Decisions regarding lot size regulations and local land use controls and fees shall be made in consideration of impacts to affordable housing (Source: Strategy H2).

Policies: Development Review Criteria

- H3 Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies (Source: Basic Policies).
- H4 At least 10% of the units in new subdivision proposals with 10 lots or greater should be affordable units (Source: Strategy H2).
- H5 Mobile homes permitted in the town will meet the following criteria:
 - ♦ Placed on a foundation
 - ♦ Anchored to the foundation

- ♦ Skirted to provide a finished appearance between the building and foundation
- ♦ Compliant with HUD regulations
- ♦ 10 years old or newer (Source: Strategy H3)

H6 Manufactured homes should feature designs similar to “stick-built” homes (Source: Strategy H3).

Recommendations

- ♦ Continue to enforce a town building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes (Source: Basic Recommendations).
- ♦ Establish development standards for housing other than single family housing (Source: Strategy H1).
- ♦ Every five years assess the availability of developable land for residential development (Source: Strategy H2).
- ♦ Every five years review applicable ordinances and fees for their impacts on opportunities to create affordable housing (Source: Strategy H2).
- ♦ Modify applicable zoning and land division ordinances to require the desired proportion of affordable units and affordable lots in new developments (Source: Strategy H2).
- ♦ Modify applicable zoning, land division, and building code ordinances to implement community policies for mobile homes and manufactured homes (Source: Strategy H3).

2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the *Population and Housing* element of the *Waupaca County Inventory and Trends Report*.

3

Transportation



This page intentionally left blank.

3. Transportation

3.1 Transportation Plan

The land use patterns of the Town of Bear Creek, Waupaca County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Bear Creek's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the Town of Bear Creek and Waupaca County, please refer to Chapter 3 of the *Inventory and Trends Report*.

While the Town of Bear Creek does not anticipate a great deal of change to its existing transportation system over the next 20 years, it plans to maintain the existing system and to be prepared for potential development proposals. The town expects development pressure to increase over the planning period due to a recent transportation improvement – the rerouting of US Highway 45 to include the former County Highway D along the eastern edge of Bear Creek. The town's primary responsibilities with respect to transportation are to manage the cost of town roads and to promote safe emergency vehicle access to developed properties. Key components of the town's transportation plan include maintaining a set of up-to-date road construction specifications, maintaining an effective driveway ordinance, and requiring developers to bear the costs of needed roadway improvements.

3.2 Planned Transportation Improvements

The Town of Bear Creek currently uses the PASER road rating system to determine maintenance requirements and annual plans for needed improvements. The town currently does not have a five-year road improvement plan, and it is a recommendation to develop one in the future.

3.3 Comparison with County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Bear Creek. While no state or regional plans include improvements that impact the town, two projects planned by Waupaca County will impact the town. As identified in the Waupaca County Five-Year Financial Management Plan, the county is planning to reclaim, shape, and pave County Highway O from County Highway T to US Highway 45 along the town's northern border in 2008.

The town has planned for a variety of preferred land uses along the Highway O corridor including Agriculture Retention, Agriculture Enterprise, Resource Protection, and some Rural Commercial/Industrial near the intersection with US Highway 45. Where Rural Commercial/Industrial is planned, the county's planned improvement supports the town's plan for future land use. Potential land use conflicts along this corridor should be monitored where

lower densities of development are planned. These highway improvements should support the local agricultural industry by increasing the mobility of the road, but may also increase the desirability of the adjacent lands as building sites. These forces may compete with the town's desire to keep portions of these lands primarily in agricultural use.

3.4 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.

Objectives

- 1.a. Balance competing community desires (i.e., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, and other transportation features.
- 1.b. Reduce accident exposure by improving deficient roadways.
- 1.c. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.d. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- 1.e. Guide new growth to existing road systems so that new development does not financially burden the community or make inefficient use of tax dollars.
- 1.f. Monitor the effectiveness of shared service agreements for providing local road maintenance including existing and opportunities for new agreements.

Goal 2 Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Objectives

- 2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 2.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 2.c. Encourage bicycling and walking to be viable, convenient, and safe transportation choices in the community.

3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and

recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- T1 Roads that provide access to multiple improved properties will be built to town standards as a condition of approval for new development (Source: Strategy T1, T3).
- T2 Developers will bear the cost of constructing new roads to town standards before they are accepted as town roads (Source: Strategy T1).
- T3 When new access points or intersections are created, intersecting access points will generally align directly opposite each other (rather than offset from each other) to form a single intersection and have an intersection angle of 90 degrees (Source: Strategy T4).
- T4 Dead-end roads and cul-de-sacs should be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways (Source: Strategy T6).

Policies: Town Directive

- T5 Street design standards that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) should include intersection design features and roadway width that enhances the safety of pedestrians and minimize conflict with motorists (Source: Strategy T4, T7).
- T6 A five-year road improvement plan should be maintained and updated annually to identify and prioritize road improvement projects as well as identify potential funding sources (Source: Strategy T5).
- T7 The community should consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made (Source: Strategy T7).

Policies: Development Review Criteria

- T8 Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development. (Source: Strategy T1, LU9)
- T9 The development of new or improved access points to local roads should meet town standards for:
- ♦ Minimum distance between access points.
 - ♦ Maximum number of access points per parcel.
 - ♦ Minimum site distance.
 - ♦ Minimum intersection spacing.
 - ♦ Minimum driveway surface width and construction materials.
 - ♦ Minimum clearance width and height.
 - ♦ Maximum driveway length.
 - ♦ Minimum turnaround areas for longer driveways.
- The County ordinance should be used as a guideline in developing these standards (Source: Strategy T2, T3, T4).
- T10 Residential subdivisions and non-residential development proposals should be designed to include:
- ♦ A safe and efficient system of internal circulation for vehicles and pedestrians.
 - ♦ Safe and efficient external collector streets where appropriate.
 - ♦ Safe and efficient connections to arterial roads and highways where applicable.
 - ♦ Connectivity of the street network with adjacent developments.
 - ♦ Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.
 - ♦ Trails or sidewalks where applicable.
 - ♦ Bicycle routes where appropriate (Source: Strategy T2, T6, T7, LU9).
- T11 New development should be placed on the landscape in a fashion that does not block potential road extensions (Source: Strategy T6).
- T12 As part of the review of major subdivisions, developers should submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy T6, LU9).
- T13 New commercial and industrial development should be preferred within one-quarter mile of roads (Source: Strategy ANC4).
- T14 New residential development should be preferred within one-eighth mile of roads (Source: Strategy ANC4).

Recommendations

- ♦ Actively pursue all available and appropriate funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (Source: Strategy T1).
- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure are included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy T1).
- ♦ Adopt and modify as needed the town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1).
- ♦ Adopt a driveway ordinance to implement access control and emergency vehicle access policies (Source: Strategy T2, T3).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better achieve the town's desired commercial and industrial development pattern (Source: Strategy T2).
- ♦ Utilize the PASER system to update the road improvement plan (Source: Strategy T5).
- ♦ Modify the applicable land division ordinance to prohibit the use of cul-de-sacs solely for the purpose of maximizing the number of lots in a development. Allow cul-de-sacs only when physical features of the landscape eliminate other alternatives (Source: Strategy T6).

3.6 Transportation Programs

For descriptions of transportation programs potentially available to the community, refer to the *Transportation* element of the *Waupaca County Inventory and Trends Report*.

4 Utilities and Community Facilities



This page intentionally left blank.

4. Utilities and Community Facilities

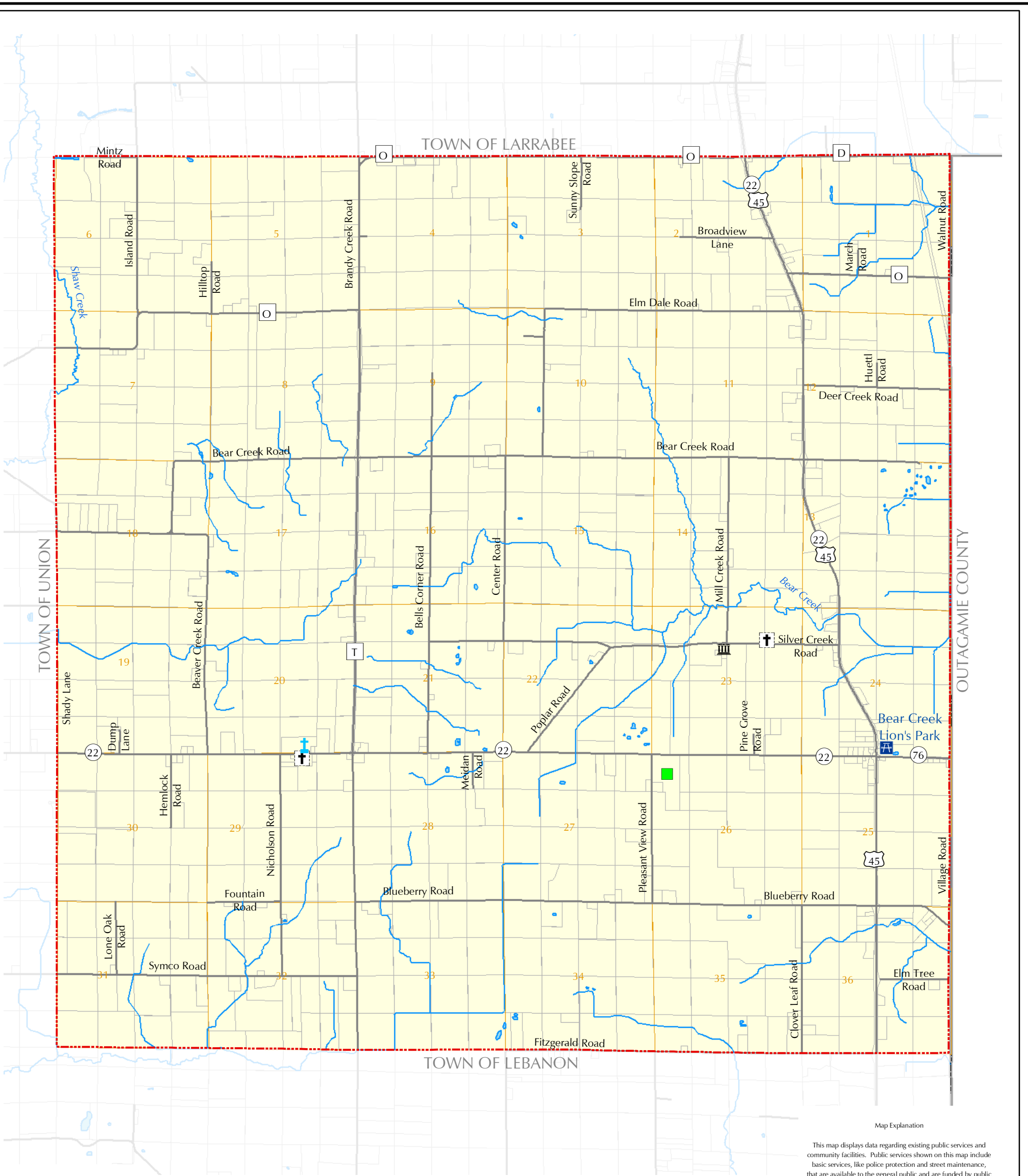
4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Bear Creek. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Bear Creek.

For further detail on existing utilities and community facilities in the Town of Bear Creek and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-7 displays the locations of existing community facilities and services found in the town.

The Town of Bear Creek's plan for utilities and community facilities is to maintain the limited local services and facilities provided by the town and to continue to rely on the surrounding region for other essential services (such as police, libraries, etc.) Like all communities, the town's primary challenge in this area is to maintain the existing service level without creating undue burden on local taxpayers. While no major upgrades to community facilities are expected, if needs arise due to increased development, the recommendations of this plan are intended to help ensure that the new development pays directly for the associated costs. One of the primary strategies for the town is to resurface 1.5 to 2 miles of roadway annually, thus helping to maintain the current quality of the transportation system.

This page intentionally left blank.

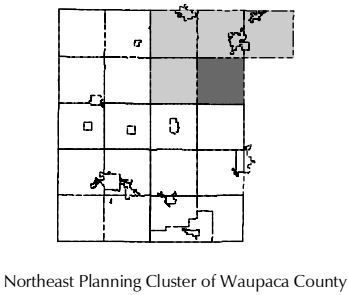


- Public Services**
 - Town Hall
 - EMS/Ambulance
 - Fire Station
 - Garage
 - Library
 - Police
- Community Facilities**
 - Airport
 - Cemetery
 - Church
 - Community Center
 - Daycare
 - Hospital
 - Health Care Clinic
 - Public Parking
 - Recycling Center
 - School Athletic Facilities
 - School - Public
 - School - Private
 - School District Office
 - Senior Center/Elder Care
 - US Post Office
- Recreation Facilities**
 - Boat Launch
 - Indoor Recreation Facility
 - Municipal Open Space
 - Park
- Utilities**
 - Dam
 - Lift Station
 - Stormwater Facility
 - Substation
 - Telephone Utility
 - Tower - Communication
 - Water Tower
 - Utility Shop/Office
 - Wastewater Treatment Plant
 - Well

COMMUNITY FACILITIES & SERVICES

Town of Bear Creek, Waupaca County

- Roads**
 - Federal Road
 - State Road
 - County Road
 - Local Road
 - Railroads
- Base Features**
 - Rivers and Streams
 - Lakes and Ponds
 - Cities and Villages
 - Sections
 - Parcels



Northeast Planning Cluster of Waupaca County

Map Explanation

This map displays data regarding existing public services and community facilities. Public services shown on this map include basic services, like police protection and street maintenance, that are available to the general public and are funded by public tax dollars or user fees. Community facilities include both public and private facilities that provide other essential services like schools, churches, and health care. Public recreational facilities and public utility sites are also shown.

Most of the features shown on this map identify a particular site where a facility is located, however, this map also shows (if applicable) the approximate service area for public sewer and water. If an official Sewer Service Area is established, then this is included on the map. If no Sewer Service Area has been established, then the area shown was determined based on the location of sewer and water distribution lines, the Existing Land Use map, and local input.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County and Town of Bear Creek.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

This page intentionally left blank.

4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary.

The Town of Bear Creek has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-41.

Administrative Facilities and Services

Refer to Section 4.2 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing administrative facilities and services in the Town of Bear Creek. No short term or long term needs have been identified. Existing administrative facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Police Services

Refer to Section 4.3 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing police services in the Town of Bear Creek. No short term or long term needs have been identified. Existing police services are anticipated to be adequate to meet the needs of the town over the planning period.

Fire Protection and EMT/Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services. No short term or long term needs have been identified. Existing fire protection and EMT/Rescue facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Bear Creek. No short term or long term needs have been identified. Existing school facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Bear Creek. No short term or long term needs have been identified. Existing

facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Parks and Recreation

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the Town of Bear Creek. No short term or long term needs have been identified. Existing parks and recreation facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Solid Waste and Recycling

Refer to Section 4.7 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing solid waste and recycling service in the Town of Bear Creek. With the exception of the following recommendation, existing solid waste and recycling facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

- ♦ Continue to renew contract with private contractor every three years.

Communication and Power Facilities

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the Town of Bear Creek. No short term or long term needs have been identified. Existing communication and power facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County. The Town of Bear Creek does not provide sanitary sewer service. It is anticipated that private onsite waste treatment systems will continue to be adequate over the planning period.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County. No short term or long term needs have been identified. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Public Water

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County. The Town of Bear Creek does not provide public water service. It is anticipated that private wells will continue to be adequate over the planning period.

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Town of Bear Creek. With the exception of the following recommendations, existing stormwater facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

- ♦ Culvert maintenance as needed.

Long Term

- ♦ Culvert maintenance as needed.

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County. No short term or long term needs have been identified. Existing health care and child care facilities in the surrounding region are anticipated to be adequate to meet the needs of the town over the planning period.

Local Roads and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Waupaca County. With the exception of the following recommendations, existing local roads and bridges are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

- ♦ Continue to use PASER program.
- ♦ Continue maintenance through the county.
- ♦ Cutting hill on Island Road is planned for 2006.
- ♦ Cleaning and burying ditches.

Long Term

- ♦ Approximately 1.5-2 miles resurfaced per year. There are 40.1 total miles in the town.

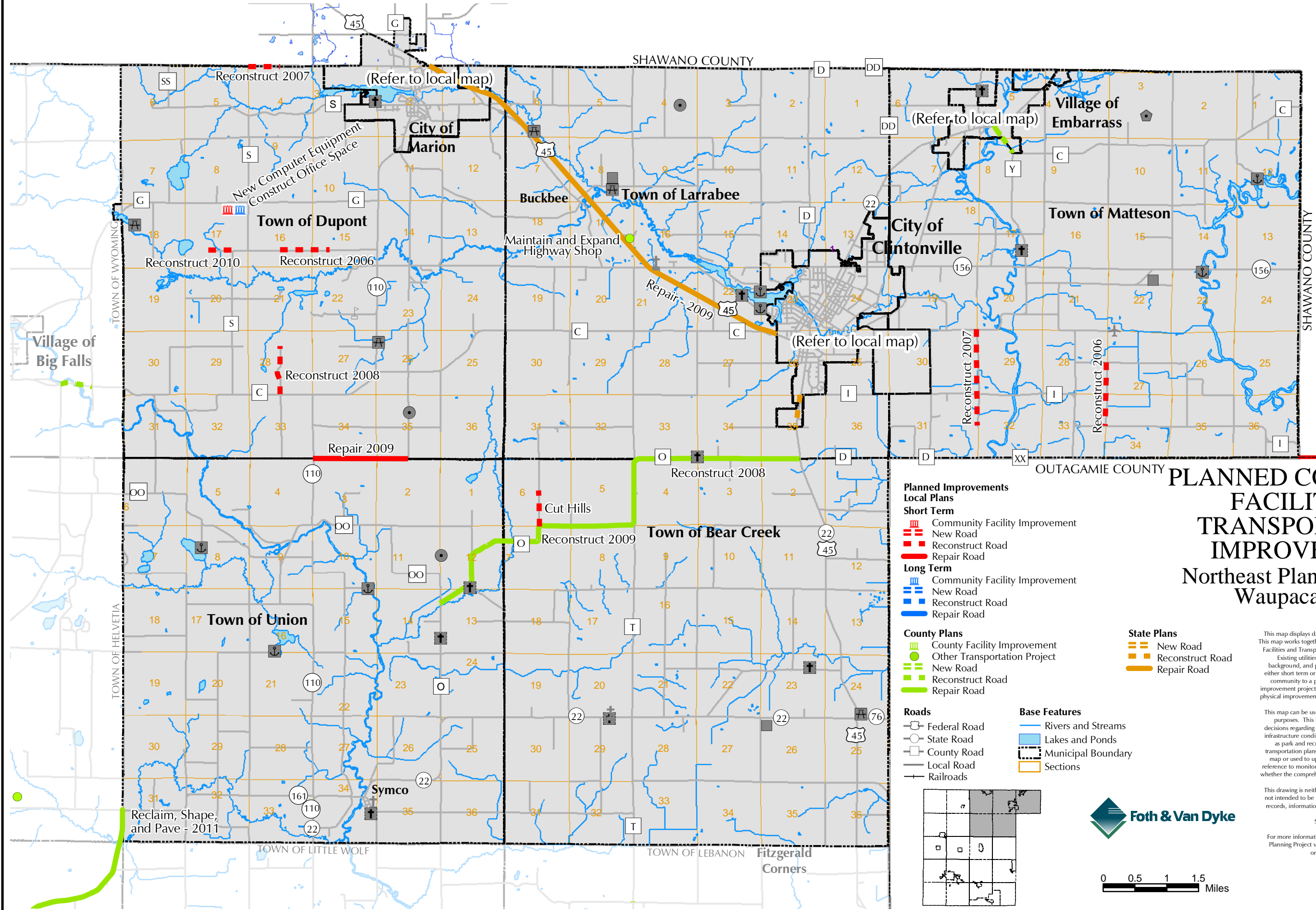
Additional Facilities, Programs, or Operations

With the exception of the following recommendation, other facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

- ♦ Creation of a Plan Commission.

This page intentionally left blank.



PLANNED COMMUNITY FACILITIES & TRANSPORTATION IMPROVEMENTS

Northeast Planning Cluster - Waupaca County

Map Explanation

This map displays data regarding planned physical improvements. This map works together with the text of the Utilities and Community Facilities and Transportation elements of the Comprehensive Plan. Existing utilities, facilities, and services are shown in the background, and planned improvement projects are shown as either short term or long term. Nothing on this map commits the community to a particular road, utility, or community facility improvement project, but rather shows the overall plan for potential physical improvements at the time of comprehensive plan adoption.

This map can be used as a reference for comprehensive planning purposes. This map can be used as a guide when making decisions regarding land use and the coordination of growth with infrastructure conditions and improvements. Strategic plans such as park and recreation plans, capital improvement plans, transportation plans, and the like, should be consistent with this map or used to update this map. This map can be used as a reference to monitor community growth and change to determine whether the comprehensive plan has been effectively implemented.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

State Plans
New Road
Reconstruct Road
Repair Road

Planned Improvements Local Plans
Short Term
Community Facility Improvement
New Road
Reconstruct Road
Repair Road
Long Term
Community Facility Improvement
New Road
Reconstruct Road
Repair Road

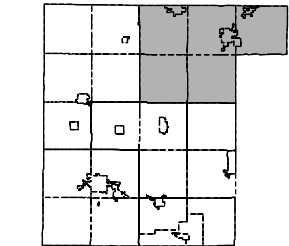
County Plans
County Facility Improvement
Other Transportation Project
New Road
Reconstruct Road
Repair Road

Roads
Federal Road
State Road
County Road
Local Road
Railroads

Base Features
Rivers and Streams
Lakes and Ponds
Municipal Boundary
Sections



0 0.5 1 1.5 Miles



Northeast Planning Cluster, Waupaca County

This page intentionally left blank.

4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Objectives

- 1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.
- 1.b. Consider the potential impacts of development proposals on the cost and quality of community facilities and services. Balance the need for community growth with the cost of providing services.
- 1.c. Improve the delivery efficiency of community services and the operation of community facilities.
- 1.d. Ensure that fire, emergency service, police, and other law enforcement levels are appropriate for the existing and future needs and demands of the town and its land uses.
- 1.e. Explore opportunities to provide or improve town facilities, equipment, and services cooperatively with neighboring communities.

Goal 2 Promote a variety of recreational opportunities within the community.

Objectives

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.b. Explore opportunities to work with service clubs and organizations for the maintenance and development of recreational facilities and activities.
- 2.c. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.
- 2.d. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.

Goal 3 Regulate proper disposal of wastewater to protect groundwater and surface water resources.

Objectives

- 3.a. Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development.
- 3.b. Explore alternative wastewater treatment options (i.e., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

Goal 4 Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives

- 4.a. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.
- 4.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 4.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- 4.d. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

4.4 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- UCF1 A proportional share of the cost of improvement, extension, or construction of public facilities will be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary (Source: Strategy UCF1).

- UCF2 New telecommunication antennas and other devices will be placed on existing towers to the maximum extent possible (Source: Strategy UCF8).
- UCF3 New utility systems should be required to locate in existing rights-of-way whenever possible (Source: Strategy ANC4, ANC5, LU2).
- UCF4 All unsewered subdivisions will be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems (Source: Strategy ANC4).
- UCF5 Solid and hazardous waste handling and disposal sites will be located and designed to cause no harm to surface water and groundwater. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk (Source: Strategy ANC4).

Policies: Town Directive

- UCF6 Impact fees should be utilized as a source of funding for capital projects (such as transportation facilities, schools, parks, and fire protection improvements) directly attributable to new development (Source: Strategy UCF1).

Policies: Development Review Criteria

- UCF7 Commercial and industrial development proposals should provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3).
- UCF8 New residential development should provide parkland dedications or pay parkland impact fees roughly proportional to the recreational needs directly created by that development (Source: Strategy UCF1).
- UCF9 Suitable lands for neighborhood parks should be incorporated into the design of new residential subdivisions (Source: Strategy UCF1).
- UCF10 Telecommunication, wind energy, and other utility towers will be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy UCF8, ANC5, LU2, LU9).
- UCF11 Proposed telecommunication, wind energy, and other utility towers will address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security (Source: Strategy LU9).
- UCF11 Planned utilities, public facilities, and roads should be designed to limit the potential negative impacts to agricultural lands and operations, and to natural resources such as wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC1, ANC2, ANC4).
-

- UCF12 Planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5, LU2).
- UCF13 Development proposals will address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy ANC4).
- UCF14 New development in RCI (Rural Commercial/Industrial) areas will include community approved stormwater management facilities (Source: Strategy ANC4).
- UCF15 Solid or hazardous waste disposal, transfer, or handling facilities will be located outside of municipal well protection zones and areas of high groundwater contamination risk. They will be designed to protect surface water and groundwater quality (Source: Strategy LU9).
- UCF16 Solid or hazardous waste disposal, transfer, or handling facilities will be located in areas where conflicts with existing or planned land uses can be minimized or mitigated (Source: Strategy LU9).
- UCF17 New commercial and industrial development shall not be located within 500 feet of public lands (Source: Strategy ANC4).

Recommendations

- ♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).
- ♦ Conduct an impact fee study and develop an impact fee ordinance (Source: Strategy UCF1).
- ♦ Utilize intergovernmental efficiencies to provide needed service and facility improvements (Source: Strategy UCF5).
- ♦ Every five years review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy UCF3).
- ♦ Evaluate and provide constructive feedback to Waupaca County on services provided to the town (Source: Strategy UCF3).
- ♦ Assess capacity and needs in regard to administrative facilities and services and public buildings every five years (Source: Strategy UCF5).

- ♦ Assess town staffing, equipment, and training levels every two years (Source: Strategy UCF5).
- ♦ Evaluate fire protection staffing, training, and equipment needs annually or upon review of contract (Source: Strategy UCF5).

4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Waupaca County Inventory and Trends Report*.

5 Agricultural, Natural, and Cultural Resources



This page intentionally left blank.

5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Bear Creek. For further detail on agricultural, natural, and cultural resources in the Town of Bear Creek and Waupaca County, please refer to Chapter 5 of the *Inventory and Trends Report*.

Agricultural Resources

The Town of Bear Creek's plan for agricultural resources is to protect active farms, protect the right to farm, and protect contiguous blocks of productive farmland, while allowing reasonable options for residential development. Two key components of the town's approach involve the use of maximum and minimum lot sizes. A minimum lot size requirement of 1.5 acres and a maximum of three acres, combined with a low maximum density requirement, will be applied in the areas most important to the agricultural industry to preserve agricultural economy and related resources. The low maximum density requirement will also serve to lay the foundation for any future compensatory growth management programs, such as purchase or transfer of development rights.

According to the existing land use map, in 2004 there were 13,906 acres of farmland in the town. A variety of agricultural operations conduct business in the town, including but not limited to dairy, beef cattle, sheep, cash crop, and cabbage. The Town of Bear Creek lies in the heart of Waupaca County's most important dairy region and is blessed with some of the area's most productive soils. It is a critical part of the almost one-half billion dollar agricultural industry in the county. The town feels that dairying and agriculture overall will remain a significant component of the local economy and landscape. This sentiment is reflected in the preferred land use plan (refer to the *Land Use* element) where most of the town's agricultural lands have been mapped for Agriculture Enterprise (AE). The AE land use classification seeks to preserve and promote a full range of agricultural uses and prevent conversion of land to uses not consistent with agriculture.

Natural and Cultural Resources

The Town of Bear Creek's plan for natural and cultural resources is to be aware of the impacts that growth and development have on these resources and to mitigate for those impacts through land use policies, recommendations, and implementation tools. Key components of the town's approach include incorporating lower density development in the forested areas of the

community (6,769 acres) and protecting environmental corridors in wetland and floodplain regions. Plan goals and objectives and the use of certain preferred land use classifications, such as Resource Protection (RP), illustrate the importance of natural resources to the Town of Bear Creek. The RP land use classification, for example, seeks to preserve valued natural and cultural resources by preventing development that would negatively impact the quality of the resources. The town has few surface water resources relative to other Waupaca County communities (only 117 acres), but due to the mix of woodlands, farmlands, and environmental corridors surrounding streams and wetlands, the town has abundant wildlife including many trophy whitetail deer.

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Objectives

- 1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Allow for farming expansion in areas where conflict with existing residential land uses can be managed.
- 1.c. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agricultural industry.
- 1.d. Allow for the opportunity to accommodate creative and unique forms of agriculture.
- 1.e. Increase awareness relative to the importance of protecting the viability of the local agricultural industry.
- 1.f. Strive to reduce the rate of productive farmland being converted to non-agricultural development.
- 1.g. Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.
- 1.h. Encourage farmers to follow Best Management Practices to minimize erosion and groundwater and surface water contamination.

Goal 2 Balance future development with the protection of natural resources.

Objectives

- 2.a. Protect groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands from the potential impacts of development proposals.
- 2.b. Direct future growth away from wetlands, floodplains, and steep slopes.

- 2.c. Encourage the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.

Goal 3 Regulate groundwater quality and quantity.

Objectives

- 3.a. Regulate sources of non-point source water pollution.
- 3.b. Establish data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.

Goal 4 Preserve surface water quality including lakes, ponds, flowages, rivers, and streams.

Objectives

- 4.a. Regulate sources of point source and non-point source water pollution.
- 4.b. Maintain the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- 4.c. Develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.

Goal 5 Preserve open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Objectives

- 5.a. Manage growth to protect large, interconnected open space corridors.
- 5.b. Manage growth to protect small, isolated open spaces with aesthetic qualities that contribute to community character.

Goal 6 Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives

- 6.a. Conserve large contiguous wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.
- 6.b. Consider the use of conservation land division design, which reduces further forest fragmentation.

Goal 7 Balance future needs of mineral resource extraction with potential adverse impacts on the community.

Objectives

- 7.a. Seek the registration of known economically viable non-metallic and metallic mineral deposits.
- 7.b. Promote the consistent regulation of extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.

Goal 8 Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Objectives

- 8.a. Consider and coordinate the potential impacts of development proposals on those features that the town values as a part of its character and identity.
- 8.b. Reduce rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.

Goal 9 Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Objectives

- 9.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
- 9.b. Consider the potential impacts of development proposals on historical and archaeological resources.
- 9.c. Encourage efforts that promote the history, culture, and heritage of the town.

5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- ANC1 Conservation or cluster design shall be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, and rural character (including green space, farmland, woodlands, and scenic beauty) while accommodating residential development (Source: Strategy ANC1, ANC3, ANC5, LU6, ANC4).
- ANC2 New non-farm residential development should only be allowed in planned growth areas as identified by the following preferred land use classification: Rural Residential (RR) (Source: Strategy ANC1, ANC2, ANC4, ANC5 LU1, LU6, LU7).
- ANC3 The rezoning of prime farmland to residential or commercial use shall not be supported by the town (Source: Strategy ANC1, ANC2).
- ANC4 New residential development should not be allowed in areas planned for forestry enterprise as identified by PVRF preferred land use classification (Source: Strategy LU1).
- ANC5 The Town of Bear Creek permits properly conducted agricultural operations. Owners of property in areas planned for agricultural use, such as AE or AR, or adjacent to such areas should expect that they will be subject to conditions arising from such agricultural operations. Conditions may include, but are not limited to, exposure to: noise; lights; fumes; dust; smoke; insects; chemicals; machinery operations, including aircraft, during any hour of day or night; storage and land application of manure; and application by spraying or other means of chemical pesticides, fertilizers, and other soil amendments. The conditions described may occur as a result of any agricultural operation which is in conformance with accepted customs, standards, laws and regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector (Source: Strategy ANC2).
- ANC6 The agricultural community should adhere to a good neighbor policy and use good farming practices such as being sensitive to neighbors in regards to noise, lights, fumes, dust, smoke, chemicals, day and night machinery operations, storage and application of manure, mud and manure on the roadways, application of chemical pesticides, fertilizers, and other soil amendments. This adherence should decrease complaints from non-farmers, while maintaining and enhancing the viability of a stable and growing agricultural industry (Source: Strategy ANC2, LU9).
- ANC7 Wisconsin Department of Natural Resources Best Management Practices shall be utilized to the maximum extent possible for activities approved in the town's forests and wetlands (Source: Strategy ANC4).
- ANC8 Municipal wellhead protection should be a priority when reviewing development proposals (Source: Strategy ANC4, IC2).

Policies: Development Review Criteria

- ANC9 Land divisions shall bear the right to farm policy on the face of the recording instrument (Source: Strategy ANC2).
- ANC10 Development proposals shall provide the community with an analysis of the potential natural resource impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation (Source: Strategy ANC4).

Conservation/Cluster Land Divisions

- ANC11 Conservation land divisions in AR and AE areas should be designed primarily to protect prime agricultural soils, active cropland, agricultural facilities, or other agricultural resources. These features should take precedence over other features that could be protected in these locations (Source: Strategy ANC1, ANC3, ANC5).
- ANC12 Conservation land divisions in PVRF and RR areas should be designed primarily to protect shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography. These features should take precedence over other features that could be protected in these locations (Source: Strategy ANC4, ANC5).
- ANC13 Conservation land divisions that incorporate Resource Protection (RP) areas should be designed to protect the related natural resources (Source: Strategy ANC4, ANC5).

Site Planning

- ANC14 New non-farm residential development shall be placed on the landscape in a fashion that preserves productive farmland, reduces farmland fragmentation, and prevents conflicts between agricultural and residential land uses (Source: Strategy ANC1, ANC2, ANC3, ANC5, LU2).
- ANC15 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources, such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC4, ANC5, LU2).
- ANC16 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5, LU2).
- ANC17 New development should be placed on the landscape in a fashion that minimizes potential negative impacts on historic and archaeological sites (Source: Strategy LU2).

- ANC18 Development occurring within or near natural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4, ANC5, LU2).
- ANC19 New non-farm development shall not be located on prime agricultural and prime where drained soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1).
- ANC20 New non-farm development should not be located within 2,640 feet of livestock operations with 500 or more animal units (Source: Strategy ANC1, ANC2, ANC3).
- ANC21 New development should not be located within 300 feet of surface water (Source: Strategy ANC4).
- ANC22 New development should not be located within 300 feet of wetlands or floodplains (Source: Strategy ANC4).
- ANC23 New development should not be located on steep slopes of 12% or greater (Source: Strategy ANC4).
- ANC24 New development should not be located within 1,320 feet of lands enrolled in WDNR forest management programs (Managed Forest Land or Forest Crop Land programs) (Source: Strategy ANC4).
- ANC25 New development should not be located in designated municipal wellhead protection areas (Source: Strategy ANC4).
- ANC26 The establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units will not be allowed outside of areas targeted for agricultural expansion (Source: Strategy LU9).
- ANC27 The establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units will comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management (Source: Strategy LU9).
- ANC28 The expansion or establishment of agricultural operations shall be preferred no closer than 500 feet of surface water (Source: Strategy ANC6).
- ANC29 The expansion or establishment of agricultural operations shall be preferred no closer than 200 feet of wetlands or floodplains (Source: Strategy ANC6).
- ANC30 The expansion or establishment of agricultural operations should not take place in designated municipal wellhead protection areas (Source: Strategy ANC6).

Recommendations

- ♦ Create a town land division ordinance to better achieve the preservation of agricultural lands and active farms. During ordinance development, protection of the right to farm and protection of natural resources and green space should also be considered (Source: Strategy ANC2, 3, 4, and 5).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to achieve the preservation of agricultural lands and active farms, better protection of the right to farm, creation of targeted areas for agricultural expansion, protection of natural resources and green space, and achieve the protection of rural character (Source: Strategy ANC1, 2, 3, 4, 5, and 6).
- ♦ Utilize a maximum residential density requirement, a minimum residential lot size, and a maximum residential lot size to achieve the preservation of agricultural lands, protection of natural resources and green space, and protection of rural character (Source: Strategy ANC1, 4, and 5).
 - Agriculture Enterprise: The preferred housing density is one unit per 40 acres. Existing dwelling units at adoption would be exempt from the density requirement. Maximum residential lot size is 3 acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
 - Agriculture Retention: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per 20 acres. Existing dwelling units at adoption would be exempt from the density requirement. Maximum residential lot size is 3 acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
 - Private Recreation and Forestry: One unit per 10 acres at a minimum, but could be as restrictive as one unit per 80 acres. Existing dwelling units at adoption would be exempt from the density requirement. Note that 10 acres is the minimum enrollment for the MFL program. Maximum residential lot size is three acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
 - Rural Residential: A maximum of one unit per 1.5 acres, with a minimum lot size of 1.5 acres and a maximum lot size of three acres, with a 1.5 acre limit of disturbance requirement. Smaller than 1.5 acres lots could be allowed with conservation or cluster land division design (refer to Appendix A).
- ♦ Utilize site planning and limits of disturbance regulations to preserve agricultural lands, protect natural resources and green space, and protect rural character by reducing the visual impacts of development (Source: Strategy ANC1, 4, and 5).

- ♦ Work with Waupaca County to create multiple agricultural zoning districts that preserve the best agricultural lands for agricultural use (Source: Strategy ANC1).
- ♦ Offer a density bonus to major land divisions that utilize cluster/conservation design for the preservation of agricultural lands, active farms, natural resources, or green space (Source: Strategy ANC1, 4, and 5).
- ♦ Consider the development of a local purchase or transfer of development rights program (Source: Strategy ANC1, 4, and 5).
- ♦ Work with Waupaca County to create a county wide purchase or transfer of development rights program (Source: Strategy ANC1, 4, and 5).
- ♦ Utilize a right-to-farm ordinance, a minimum setback of 2,640 feet for non-farm residential development, site planning requirements, and limits of disturbance regulations to achieve the preservation of the right to farm and the preservation of active farms (Source: Strategy ANC2).
- ♦ Maintain an up-to-date inventory of active farms, feedlots, and manure storage facilities (Source: Strategy ANC2).
- ♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resource impacts and multiple site development alternatives as part of the development review process (Source: Strategy ANC4).
- ♦ Require that the right-to-farm language is included on all building permits as identified in policy ANC5 (Source: Strategy ANC2)
- ♦ Require that all deed transfers of agricultural land, all agricultural land purchases, and building permits for expansions of agricultural operations include the good neighbor farming language as stated in policy ANC6 (Source: Strategy ANC2).
- ♦ Modify local building codes and applicable land division and zoning ordinances to include construction site erosion control requirements (Source: Strategy ANC4).
- ♦ Require all major land divisions to utilize conservation or cluster design to minimize the impacts to agriculture and natural resources and to protect rural character (Source: Strategy ANC5).
- ♦ Offer a density bonus to major land divisions that utilize conservation or cluster design to minimize the impacts to agriculture and natural resources and protect rural character (Source: Strategy ANC5).

5.4 Agricultural, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Waupaca County Inventory and Trends Report*.

6

Economic Development



This page intentionally left blank.

6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the Town of Bear Creek related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Town of Bear Creek and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight forward - economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ♦ Knowing the region's economic function in the global economy.
- ♦ Creating a skilled and educated workforce.
- ♦ Investing in an infrastructure for innovation.
- ♦ Creating a great quality of life.
- ♦ Fostering an innovative business climate.
- ♦ Increased use of technology and cooperation to increase government efficiency.
- ♦ Taking regional governance and collaboration seriously.

The Town of Bear Creek's plan for economic development reflects the desire to enhance its agriculture base and take advantage of its location on the recently rerouted US Highway 45. Non-farm employment, business development, and other economic opportunities are provided primarily by the surrounding urban areas. However, US Highway 45, especially near Bear Creek Corners, is expected to attract commercial and potentially industrial development over the next 25 years. Almost one-fifth of the town's residents are employed by the agricultural industry, and the approach to land use reflects the community's desire to maintain and grow this critical employment base. The town also recognizes that almost half of its residents are employed in either manufacturing or education/health and social services. While the bulk of these jobs are located outside of the town, the town can serve a critical role in providing quality, affordable places to live, which is a critical component of regional economic development.

6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Bear Creek. For further information on economic development in the Town of Bear Creek and Waupaca County, please refer to Chapter 6 of the *Inventory and Trends Report*.

Educational Attainment

Table 6-1 displays the educational attainment level of Waupaca County and Town of Bear Creek residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

Table 6-1
Educational Attainment of Persons Age 25 and Over, Waupaca County
and Town of Bear Creek, 2000

Attainment Level	T. Bear Creek		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	34	6.4%	2,175	6.3%
9th grade to 12th grade, no diploma	41	7.7%	3,847	11.1%
High school graduate (includes equivalency)	297	55.6%	15,148	43.6%
Some college, no degree	69	12.9%	6,333	18.2%
Associate degree	39	7.3%	2,067	6.0%
Bachelor's degree	34	6.4%	3,716	10.7%
Graduate or professional degree	20	3.7%	1,440	4.1%
Total Persons 25 and over	534	100.0%	34,726	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the Town of Bear Creek as measured in 2000 is similar to that of the county. A greater proportion of people in the town have high school diplomas, but slightly smaller proportions have bachelor, graduate, or professional degrees. These data suggest that Town of Bear Creek residents are equipped to participate in all levels of the local and regional workforce.

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while

employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the Town of Bear Creek, Waupaca County, and the State of Wisconsin for 2000.

Table 6-2
Employment by Industry, Town of Bear Creek and Waupaca County
2000

Industry	T. Bear Creek		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	91	19.9%	1,216	4.8%
Construction	35	7.6%	1,686	6.6%
Manufacturing	134	29.3%	7,393	29.1%
Wholesale trade	11	2.4%	721	2.8%
Retail trade	19	4.1%	2,624	10.3%
Transportation and warehousing, and utilities	18	3.9%	942	3.7%
Information	6	1.3%	900	3.5%
Finance, insurance, real estate, and rental and leasing	14	3.1%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	10	2.2%	950	3.7%
Educational, health and social services	65	14.2%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	22	4.8%	1,652	6.5%
Other services (except public administration)	19	4.1%	883	3.5%
Public administration	14	3.1%	759	3.0%
Total	458	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Of the 458 Town of Bear Creek residents employed in 2000, most worked in the manufacturing sector followed by the agriculture, forestry, fishing and hunting, and mining sector. The breakdown of employment by industry sector in the town is similar to that of Waupaca County as a whole but has some key distinctions. The predominance of agriculture in the town is clearly visible in the higher proportion of employment in the agriculture, forestry, fishing and hunting, and mining sector. This is offset by lower relative employment in the retail trade sector, education, health, and social services sector, and other sectors.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3
Employment by Occupation, Town of Bear Creek and Waupaca County,
2000

Occupation	T. Bear Creek		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	137	29.9%	6,438	25.4%
Service occupations	56	12.2%	3,710	14.6%
Sales and office occupations	68	14.8%	5,456	21.5%
Farming, fishing, and forestry occupations	26	5.7%	403	1.6%
Construction, extraction, and maintenance occupations	49	10.7%	2,592	10.2%
Production, transportation, and material moving occupations	122	26.6%	6,771	26.7%
Total	458	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Employment by occupation in the Town of Bear Creek is similar to that of Waupaca County, but again, has some key distinctions. A larger proportion of the town is employed in management, professional, and related occupations and in farming, fishing, and forestry occupations. These data are logical given the differences between the town and the county in employment by industry and the similarities in educational attainment as previously shown.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Bear Creek and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the town are as follows:

Strengths

- ♦ Natural resources.
- ♦ Access to quality elementary and secondary schools.
- ♦ State, county and local road networks.
- ♦ Access to Fox Valley Technical College.
- ♦ Skilled and experienced workforce.
- ♦ Access to Waupaca County Economic Development Corp.
- ♦ Access to Small Business Development Center.
- ♦ Wisconsin Department of Transportation programs.
- ♦ Access to County governments.
- ♦ Local government.

- ♦ Collaborative effort between governments.
- ♦ Dairy industry.

Weaknesses

- ♦ Lack of population diversity.
- ♦ Aging workforce.

6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the Town of Bear Creek would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in the Town of Bear Creek include, but are not necessarily limited to:

- ♦ Business and industry that retain the rural character of the community.
- ♦ Business and industry that utilize high quality and attractive building and landscape design.
- ♦ Business and industry that utilize well planned site design and traffic circulation.
- ♦ Businesses that provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ♦ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ♦ Business and industry that provide quality employment for local citizens.
- ♦ Business and industry that support existing employers with value adding services or processes.
- ♦ Business and industry that bring new cash flow into the community.
- ♦ Business and industry that capitalize on community strengths.
- ♦ Business and industry that do not exacerbate community weaknesses.

6.5 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the preferred land use map (Map 8-45) for the Town of Bear Creek. Specifically this includes 170 acres along Highway 45 mainly at Bear Creek Corners and noted as Rural Commercial/Industrial (RCI) on the preferred land use map. There is currently minimal commercial and industrial development in the town, but most of what exists is already in this general vicinity. The planned RCI will be sufficient to meet demand according to the land use demand projections shown in Section 8.3. Home-based businesses may also be considered throughout the rural areas of the town.

Environmentally Contaminated Sites

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may

be candidates for redevelopment in the community. As of March 2007, there was one site identified by BRRS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary). The site is identified as a spill site which occurred on the east side of USH 45, 0.5 mile north of Silver Creek Road. The status of this site should be further reviewed by the town for potential reuse or redevelopment.

6.6 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

Objectives

- 1.a. Maintain and support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.
- 1.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 1.c. Encourage efforts that distinguish and promote features unique to the town in order to compete with neighboring communities.
- 1.d. Promote the economic development of the region as a whole by supporting the efforts of the Waupaca County Economic Development Corporation.
- 1.e. Support business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
- 1.f. Support local employment of area citizens, especially efforts that create opportunities for local youth.

6.7 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are

considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- ED1 Agriculture shall be the preferred economic base of the town (Source: Strategy ED1, ANC1, ANC2, ANC3, ANC6).
- ED2 Future economic development should include export businesses that produce goods and services within the community but are sold primarily to outside markets (Source: Strategy ED1).

Policies: Town Directive

- ED4 The community should support new business development efforts that are consistent with the comprehensive plan (Source: Strategy ED1).
- ED5 The community should work with the Waupaca County Economic Development Corporation as a resource to achieve its economic development goals and objectives (Source: Strategy ED1).
- ED6 The community should encourage economic development efforts through public-private partnerships (such as revolving loan funds, town TIF districts, etc.) (Source: Strategy ED1).
- ED7 The community should maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development (Source: Strategy ED1).
- ED8 The community should encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs (Source: Strategy ED1).

Policies: Development Review Criteria

- ED9 New commercial and industrial development shall employ site and building designs that include:
- ♦ Attractive signage and building architecture
 - ♦ Shared highway access points
 - ♦ Screened parking and loading areas
 - ♦ Screened mechanicals
 - ♦ Landscaping
 - ♦ Lighting that does not spill over to adjacent properties
-

- ♦ Efficient traffic and pedestrian flow (Source: Strategy ED3, LU10)

ED10 Large, bulky, box-like commercial structures should be avoided (Source: Strategy ED3, LU10).

ED11 Commercial and industrial development proposals will provide an assessment of potential impacts to economic health and markets including interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income (Source: Strategy ED1).

Recommendations

- ♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to economic health and markets as part of the development review process. The assessment includes, as applicable, interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income (Source: Strategy ED1).
- ♦ Identify lands on the zoning map and the preferred land use map of the comprehensive plan that will adequately attract new business and job growth (Source: Strategy ED1).
- ♦ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (Source: Strategy ED3, LU7).
- ♦ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ED3, LU7).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site and building design policies (Source: Strategy ED3, LU7).

6.8 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Waupaca County Inventory and Trends Report*.

7 Intergovernmental Cooperation



This page intentionally left blank.

7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Bear Creek, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Bear Creek and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Bear Creek's plan for intergovernmental cooperation is to utilize cooperative tools for the efficient delivery of community services and to maintain and improve intergovernmental communication. The town generally has a good relationship with and is involved in a number of intergovernmental agreements with Waupaca County and surrounding communities. In regard to land use, there is room for improvement in the town's relationship with the Town of Larrabee. The Town of Bear Creek has taken a progressive approach to the preservation of the agricultural economy, whereas, the town's northern neighbor has chosen to plan for the conversion of its entire landscape (except wetlands and floodplains) to some type of developed use. Discussion regarding enhancement of the agricultural industry in a more regional fashion through coordination of farmland preservation efforts with neighboring communities should be considered.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the town.

- ♦ Winter maintenance and other services agreement with Waupaca County Highway Department, 2003.
This is a service agreement with the County Highway Department for winter maintenance and similar work for 40.44 miles of highway and road located in the town. The agreement is for calendar years 2004 through 2006. Services are paid by the town on a time and materials basis with a minimum contract total for one year of \$900 per mile of road.
- ♦ Cooperation Agreement for Clintonville Area Ambulance Service, 2001.
This agreement establishes the town's cooperation for emergency medical service provision with the Clintonville Area Ambulance Service. Other Waupaca County

municipalities participating in the agreement include the Towns of Matteson, Larrabee, and Dupont, the Village of Embarrass, and the Cities of Clintonville and Marion. Participating Shawano County communities include the Towns of Grant and Navarino. The agreement establishes the Clintonville Area Ambulance Service Commission and sets forth operating procedures.

- ♦ Fire Protection Contract with Clintonville Fire Department, 1995 (amended 2000). This agreement establishes fire protection services in the town to be provided by the Clintonville Fire Department. Other municipalities served by the agreement include the Towns of Matteson and Larrabee. A shared cost formula is established as well as an advisory committee which meets annually to discuss fire services provided.
- ♦ Ambulance Agreement with New London Family Medical Center, 2001. This agreement provides for the town to be served with paramedic-level ambulance services by the New London Family Medical Center. An ambulance advisory committee is established and the town agrees to pay an annual per capita subsidy for the service.
- ♦ Municipality Cooperation Agreement for Recycling and Waste Disposal, 1989. This agreement establishes the Clintonville Area Waste Service and forms the Clintonville Regional Waste Recycling and Handling Service Commission. Budget and fiscal procedures are established. Other municipalities participating in the agreement include the City of Clintonville, Village of Embarrass, and Towns of Matteson and Larrabee.

7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The Town of Bear Creek is located within the Clintonville, Manawa, and New London School Districts. Waupaca County and its communities maintain cooperative relationships with its school districts. Partnership between the county, municipalities, and schools is evidenced in the Waupaca County Charter School. Several school districts coordinate together in partnership with the Waupaca County Health and Human Services Department to provide this facility. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members. School districts have played a key role in the comprehensive planning project by allowing the use of their facilities. The county's high schools contained some of the only public spaces large enough to host the regional cluster meetings.

Adjacent Local Governments

The Town of Bear Creek actively participates in intergovernmental cooperation with area local governments for provision of ambulance, fire, and recycling services. The town also has road service agreements with Waupaca County. Opportunities for additional cooperative efforts will likely stem from the multi-jurisdictional comprehensive planning process. Pursuing

opportunities for improved relations with the Town of Larrabee would be beneficial. While the City of Clintonville does not currently extend into the Town of Bear Creek, its extraterritorial jurisdiction does. Potential intergovernmental conflicts and opportunities should be monitored over the planning period as the City of Clintonville extends its boundaries to the south. The Village of Bear Creek in Outagamie County was not a participant in this planning process. Potential intergovernmental conflicts and opportunities with the village should be monitored over the planning period as well.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously.	Waupaca County Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning.	Waupaca County
♦ Utilize a coordinated process to update and amend the comprehensive plan.	Waupaca County Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass

Opportunity	Potential Cooperating Units of Government
	City of Clintonville City of Marion
♦ Work with the school district to anticipate future growth, facility, and busing needs.	Clintonville School District Manawa School District New London School District
♦ Share the use of school district recreational and athletic facilities.	Clintonville School District Manawa School District New London School District Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion
♦ Share excess space at the town hall.	Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion
♦ Share excess space at the town garage.	Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion
♦ Share community staff.	Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion
♦ Share office equipment.	Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion

Opportunity	Potential Cooperating Units of Government
♦ Share construction and maintenance equipment.	Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Dupont Town of Larrabee Town of Matteson Town of Union Village of Embarrass City of Clintonville City of Marion
♦ Reduce conflict over boundary issues through cooperative planning.	Town of Larrabee Town of Union Town of Lebanon
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas.	City of Clintonville
♦ Improve the attractiveness of community entrance points.	Waupaca County Town of Larrabee Town of Union Town of Lebanon

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Siting of large livestock farms near incorporated areas.	Towns to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within ½ mile of incorporated areas Waupaca County to administer ACTP51 performance standards for livestock operations over 500 animal units
♦ Residential development planned adjacent to agriculture or forestry enterprise areas across a town boundary.	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings Continued meetings of the Core Planning

Potential Conflict	Process to Resolve
	Committee with representation from every Waupaca County community
♦ Concern over the ability or willingness of Waupaca County to implement the recommendations of town plans.	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p>
♦ Vastly different zoning and land division regulations from one town to the next.	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas.	<p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Cooperative design review ordinance development and administration</p>

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Objectives

- 1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.b. Work collaboratively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.c. Coordinate opportunities for cooperative agreements with neighboring towns regarding annexation, expansion of public facilities, sharing of services, and density management.

Goal 2 Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

Objectives

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.
- 2.c. Monitor opportunities to improve the delivery of community services by cooperating with other units of government.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- IC1 The town will work toward recording all intergovernmental agreements in writing including joint road maintenance agreements (Source: Basic Policies).
- IC2 The community will work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts (Source: Strategy IC2).
- IC3 A joint planning area will be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy IC2, LU9).
- IC4 The town shall work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Waupaca County, state and federal agencies, and other overlapping units of government (Source: Strategy IC3).
- IC5 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed as a joint effort with neighboring communities (Source: Strategy UCF3, IC1, IC3).
- IC6 The town will participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy UCF3, IC1, IC3).
- IC7 Transportation issues that affect the town and neighboring communities will be jointly discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1, T5, UCF3, IC1, IC2, IC3).
- IC8 Neighboring communities and districts should be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed (Source: Strategy IC3).
- IC9 The town should consider intergovernmental and other cooperative options before the purchase of new community facilities or equipment, hiring or contracting of staff, or reinstatement of service agreements. The community shall pursue options for trading, renting, sharing, or contracting with neighboring jurisdictions. (Source: Strategy UCF3, UCF8, IC1).

IC10 The town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3, IC1).

Recommendations

- ♦ Every five years or upon contract renewal, review intergovernmental agreements for effectiveness and efficiency (Source: Strategy IC1).
- ♦ The Town Board will establish clear goals and expectations for the purpose of negotiating intergovernmental agreements (Source: Strategy IC1).
- ♦ Meet as needed with neighboring communities or other units of government to facilitate intergovernmental cooperation and communication (Source: Strategy IC3).
- ♦ Develop and distribute at the annual town meeting an intergovernmental cooperation update that focuses on publicizing successes (Source: Strategy IC3).

7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Waupaca County Inventory and Trends Report*.

8

Land Use



This page intentionally left blank.

8. Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the Town of Bear Creek. For further detail on existing land use in Waupaca County, please refer to Chapter 8 of the *Inventory and Trends Report*.

8.2 Existing Land Use

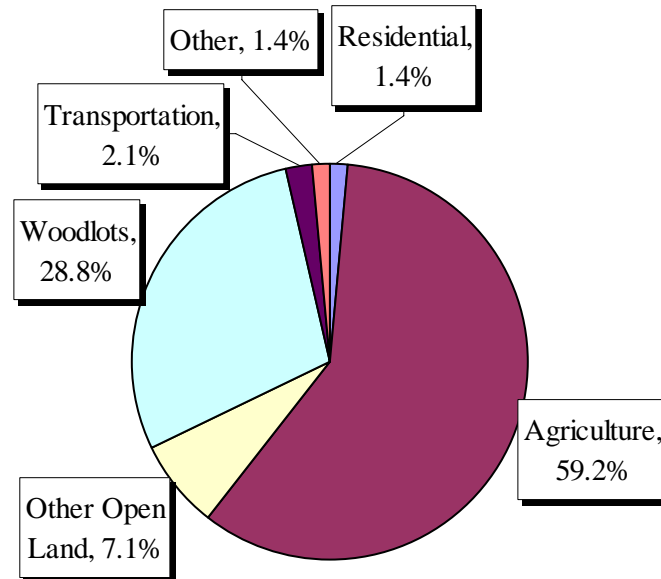
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-7, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Bear Creek.

Table 8-1
Existing Land Use, Town of Bear Creek, 2004

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>	486	2.1%
Residential	325	1.4%
Multi-Family Housing	0	0.0%
Mobile Home Parks	0	0.0%
Farmsteads	101	0.4%
Group Quarters and Elder Care	0	0.0%
Commercial	44	0.2%
Utilities	1	0.0%
Institutional	13	0.1%
Industrial	2	0.0%
Mines/Quarries	0	0.0%
 <u>Passive Land Use</u>	 22,397	 95.3%
Agriculture	13,906	59.2%
Other Open Land	1,663	7.1%
Woodlots	6,769	28.8%
Parks and Recreation	60	0.3%
 <u>Base Features</u>	 613	 2.6%
Transportation	497	2.1%
Water	117	0.5%
 Total	 23,496	 100.0%

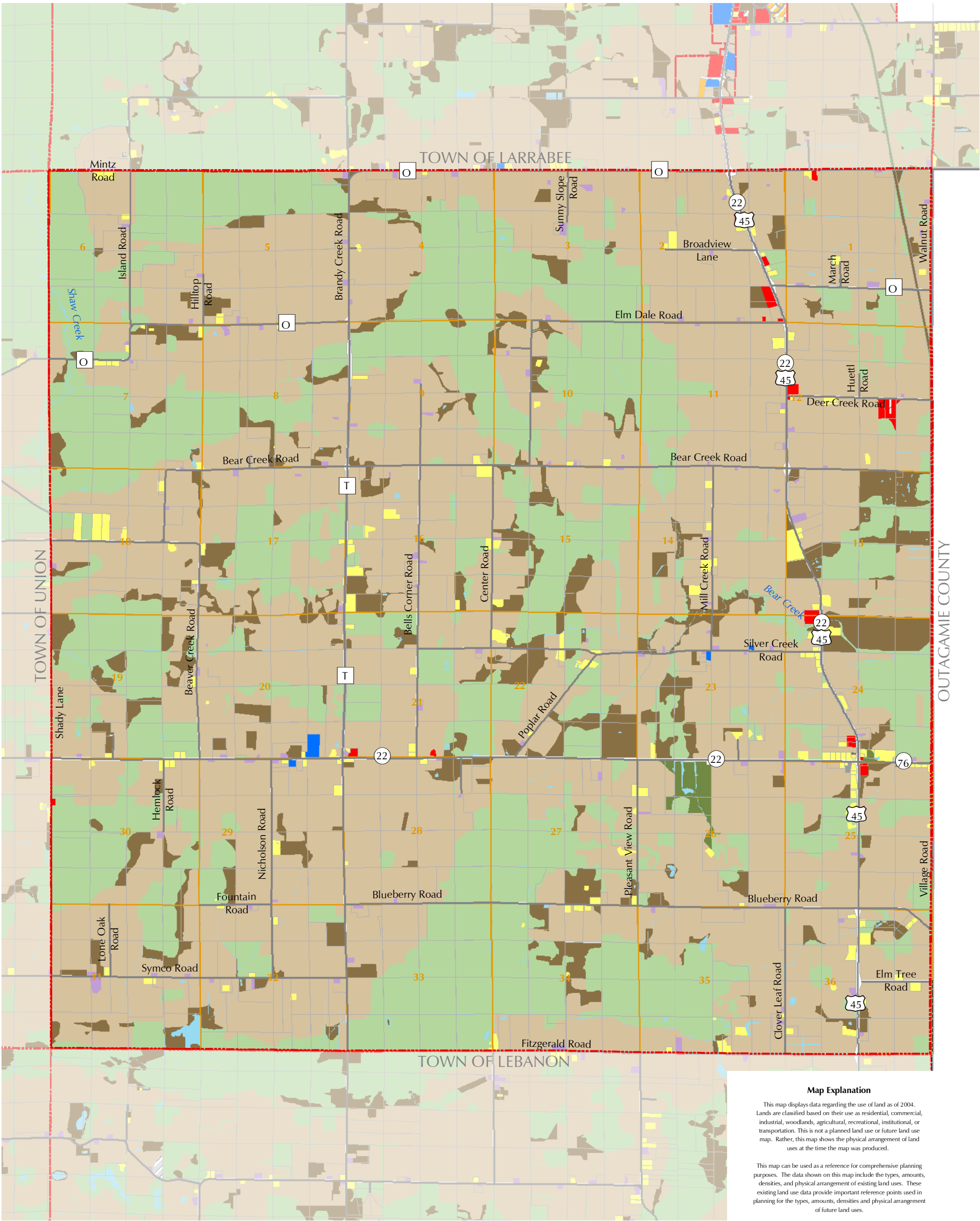
Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

Figure 8-1
Existing Land Use, Town of Bear Creek, 2004



Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004. Other includes land uses which contribute less than 1% to total land use.

This page intentionally left blank.



Map Explanation

This map displays data regarding the use of land as of 2004. Lands are classified based on their use as residential, commercial, industrial, woodlands, agricultural, recreational, institutional, or transportation. This is not a planned land use or future land use map. Rather, this map shows the physical arrangement of land uses at the time the map was produced.

This map can be used as a reference for comprehensive planning purposes. The data shown on this map include the types, amounts, densities, and physical arrangement of existing land uses. These existing land use data provide important reference points used in planning for the types, amounts, densities and physical arrangement of future land uses.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County, East Central Regional Planning Commission, and Town of Bear Creek.

EXISTING LAND USE

Town of Bear Creek, Waupaca County

Existing Land Use Classifications

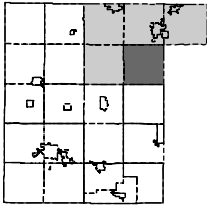
- | | |
|-------------------------------|----------------------|
| Residential | Woodlots |
| Multi-Family Housing | Parks and Recreation |
| Mobile Home Parks | Utilities |
| Farmsteads | Institutional |
| Group Quarters and Elder Care | Industrial |
| Commercial | Mines/Quarries |
| Agriculture | Transportation |
| Other Open Land | Water |

Roads

- | |
|--------------|
| Federal Road |
| State Road |
| County Road |
| Local Road |
| Railroads |

Base Features

- | |
|--------------------|
| Parcels |
| Sections |
| Municipal Boundary |



Northeast Planning Cluster of Waupaca County



This page intentionally left blank.

The Town of Bear Creek is a typical six mile square town including about 23,000 acres. The town is primarily undeveloped with some of the region's best farmland comprising the largest share of the landscape (59%). This productive agricultural land is evenly dispersed and is intermixed with surface water resources, wetlands, and woodlands throughout the whole town. The agricultural land forms the foundation for a significant agricultural industry that includes dairy, beef, cash crop, sheep, and cabbage, among others. In fact, this industry employs 20% of the community's residents. Wetlands, which comprise almost 6,000 acres, are often associated with woodlands. Combined with the agricultural lands, the landscape offers some of the best wildlife habitat for whitetail deer in Wisconsin. Some development is scattered throughout the town. The predominant developed use is residential, including single-family and farmsteads. Commercial development, (at 44 acres) is a small but very visible use as most of this development is located along the community's main thoroughfare – Highway 45.

8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The APL housing unit projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that development will take place at the residential lot sizes identified by the preferred land use plan (found in Section 8.5). The plan specifies a preferred maximum lot size of three acres for most residential development, therefore, each projected housing unit will occupy an additional three acres of the town.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the APL population projection. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 6.7 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Bear Creek, so resource lands are reduced by 6.7 acres per year.

Table 8-2
Projected Land Use Demand (acres)
Town of Bear Creek 2000-2030

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	426.4	43.6	1.6	74.0	22,337.5
2005	459.4	44.6	1.6	75.6	22,304.1
2010	504.4	45.6	1.7	77.4	22,270.6
2015	546.4	46.4	1.7	78.8	22,237.1
2020	576.4	47.2	1.7	80.0	22,203.7
2025	606.4	47.8	1.7	81.1	22,170.2
2030	615.4	48.0	1.7	81.3	22,136.7
# Change	189.0	4.3	0.2	7.3	-200.8
% Change	44.3%	9.9%	9.9%	9.9%	-0.9%

¹Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.

²Commercial includes commercial only.

³Industrial includes industrial, mines, and quarries.

⁴Institutional includes institutional, utilities, and parks and recreation.

⁵Resource Lands include agriculture, other open land, and woodlots.

Table 8-3 and Figure 8-2 provide a comparison of land supply and demand for the Town of Bear Creek. Land use demand is based on the previous calculations, and land supply is based on the preferred land use plan described in Section 8.4.

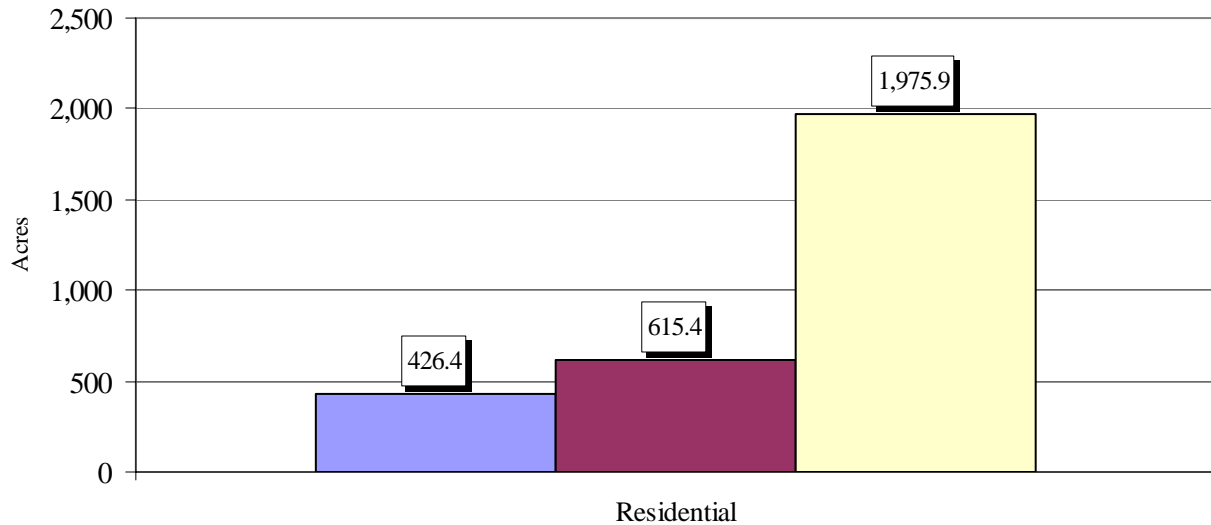
Table 8-3
Land Supply and Demand Comparison
Town of Bear Creek

	Residential	Commercial	Industrial
Existing Land Use	426.4	43.6	1.6
Year 2030 Land Use Projection (Demand) ¹	615.4	48.0	1.7
Preferred Land Use (Supply) ²	1,975.9	84.8	84.8

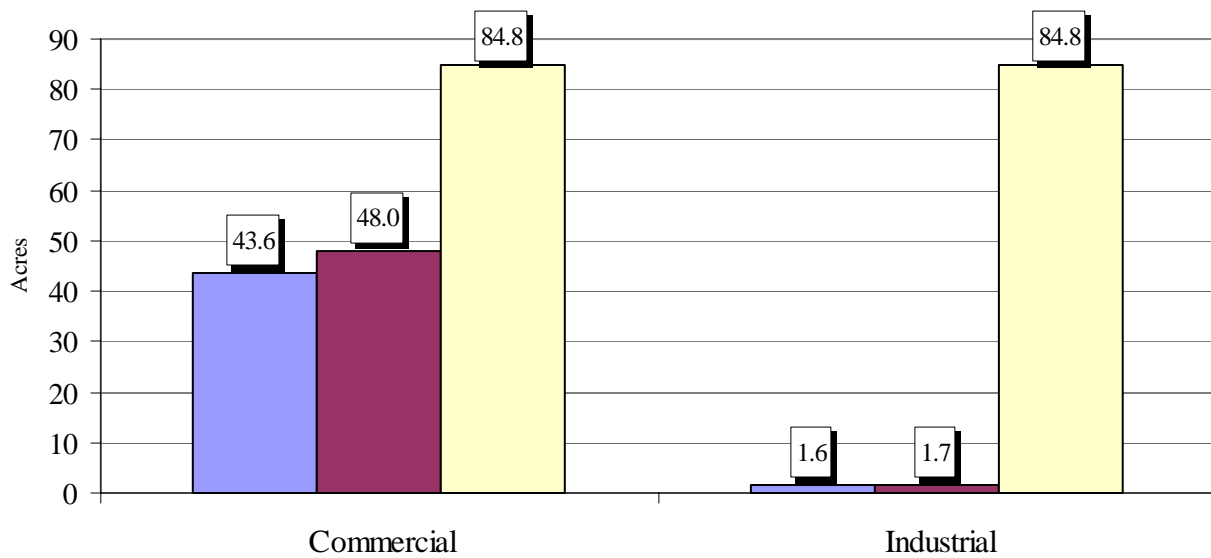
¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

² Residential includes Rural Residential, 5% of Agriculture Enterprise, and 10% of Agriculture Retention. Commercial includes 50% of Rural Commercial/Industrial. Industrial includes 50% of Rural Commercial/Industrial.

Figure 8-2
Land Supply and Demand Comparison
Town of Bear Creek



Existing Land Use Year 2030 Land Use Projection (Demand) Preferred Land Use (Supply)



Existing Land Use Year 2030 Land Use Projection (Demand) Preferred Land Use (Supply)

The Town of Bear Creek has planned for a sufficient supply of land based on the projected demand. About three times the projected demand for residential, about two times the projected demand for commercial and a significant amount of industrial lands are planned. Unless circumstances change, the supply of land for residential, commercial, and industrial is more than adequate and will offer newcomers (residential, commercial, or industrial) a high level of

flexibility in choosing location for development within the community. More than half (58%) of the available land for residential development is supplied by the Rural Residential preferred land use classification. The remainder is spread throughout the community as Agriculture Enterprise or Agriculture Retention. The supply of commercial and industrial land is provided via the Rural Commercial Industrial classification, which is situated primarily along Highway 45.

8.4 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision making, it is important to keep the following characteristics in mind.

- ♦ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ♦ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ♦ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ♦ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ♦ A land use plan is neither a prediction nor a guarantee. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-45) and the Preferred Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the town.

The Town of Bear Creek's plan for land use is intended to make efficient use of existing infrastructure for both intensive development as well as the agricultural industry. The infrastructure of prime soils, contiguous and large blocks of agricultural land, and existing farms will be utilized to enhance the agricultural economy and employment base of the town. Several future nodes of relatively high density development have been identified to both provide for housing opportunities as well as relieve pressure from the most critical agricultural lands.

The preferred land use plan was shaped by both objective data and local opinion. Public participation in the form of copious meetings and a survey of all town landowners was utilized to significantly impact the outcome. The town considered the locations of natural resources, prime soils, existing farms, roads, the current land use patterns, and other objective factors to measure suitability of lands for various future land uses using *What If* software.

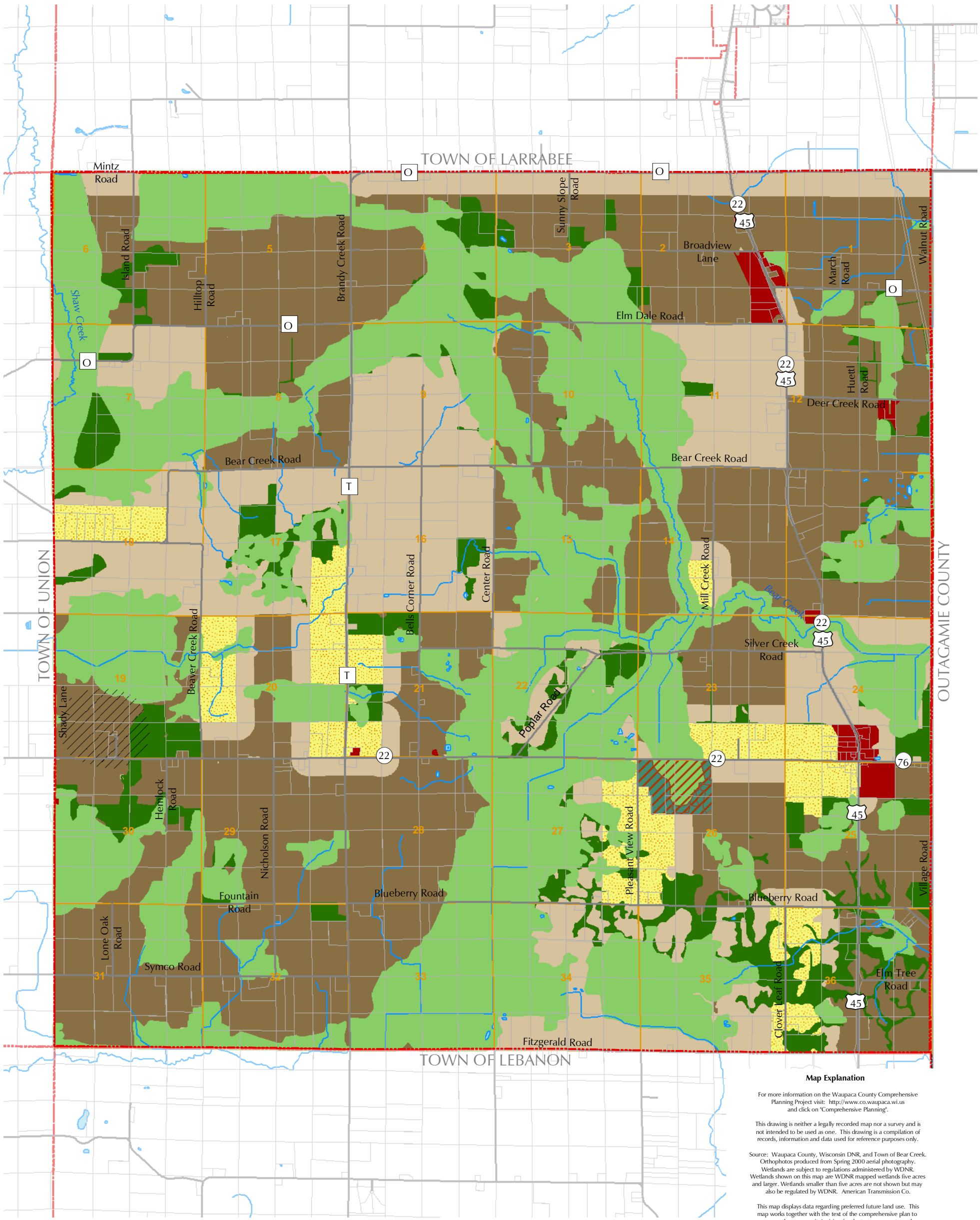
What If is a program designed to help communities locate preferred locations for new homes or businesses or find areas to manage as farmlands or forest lands. The future preferred locations are identified by integrating planning committee input in the form of mock policies and objective data. In other words, it helps the community answer the question – “If we implemented a given policy, how would that impact the landscape over the long term based on the objective data?”

The objective data was further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the town citizens were evaluated by the planning commission and the Town Board and any accepted changes were incorporated into the plan.

The town’s best agricultural areas have been mapped to remain in agriculture through the Agriculture Enterprise (AE) classification. AE areas are found throughout the community and typically coincide with lack of proximity to already developed areas, prime soils, and contiguous blocks of farmland. Active agriculture in these areas is recognized and valued. It should not be impeded by residential development but further enhanced as an economic resource; however, low density residential development is allowed. The town has also used the Agriculture Retention (AR) classification to buffer AE from the aforementioned nodes of residential development. The town has also used the Private Recreation and Forestry Enterprise (PVRF) classification to protect some dispersed woodlands throughout the town from relatively high density development. Development is allowed in these areas at a maximum density of 1 unit per 10 acres.

The nodes of future residential development are recognized with the Rural Residential (RR) classification. Future commercial and industrial development is planned for Highway 45, especially by Bear Creek Corners, and represented by the Rural Commercial/Industrial Classification (RCI). Resource Protection (RP) is mapped to show the general location of regulatory wetlands and floodplains. Regulations are already in place in much of this area and the town’s plan recognizes those restrictions.

This page intentionally left blank.



Map Explanation

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County, Wisconsin DNR, and Town of Bear Creek. Orthophotos produced from Spring 2000 aerial photography. Wetlands are subject to regulations administered by WDNR. Wetlands shown on this map are WDNR mapped wetlands five acres and larger. Wetlands smaller than five acres are not shown but may also be regulated by WDNR. American Transmission Co.

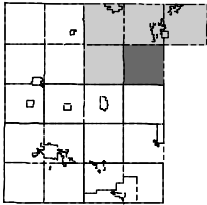
This map displays data regarding preferred future land use. This map works together with the text of the comprehensive plan to express the community's vision for the types, amounts, and densities of future land uses over the long term (20 to 25 years). This is not a zoning map or regulatory map, and implementation of this plan may include non-regulatory and voluntary land management and community development tools.

This map can be used as a reference for comprehensive planning purposes. This map can be used as a guide when making decisions regarding land use. Proposed developments should be consistent with this map. Regulatory land use tools such as zoning, subdivision regulations, and official maps should become consistent with this map over the course of the planning period. Strategic plans such as park and recreation plans, capital improvement plans, transportation plans, and the like, should be consistent with this map. This map can be used as a reference to monitor community growth and change to determine whether the comprehensive plan has been effectively implemented.

Note: For communities that have utilized the Agriculture/Urban Interface (AUI) classification, the color of the hatch lines indicate which development density overlay applies (either AE, AR, or AWT).

- Preferred Land Use**
- Agriculture Enterprise (AE)
 - Agriculture Retention (AR)
 - Agriculture and Woodland Transition (AWT)
 - Intensive Use Overlay (IUO)
 - Public Recreation and Forestry Enterprise (PURF)
 - Private Recreation and Forestry Enterprise (PVRF)
 - Rural Commercial/Industrial (RCI)
 - Rural Crossroads-Mixed Use (RCM)
 - Resource Protection (RP)
 - Rural Residential (RR)
 - Shoreland Residential (SHR)
 - Sewered Residential (SR)
 - Urban Transition (UT)

- Roads**
- Federal Road
 - State Road
 - County Road
 - Local Road
 - Railroads
- Base Features**
- Parcels
 - Sections
 - Municipal Boundary
- Environmental Features**
- Surface Water



Northeast Planning Cluster of Waupaca County



PREFERRED LAND USE
Town of Bear Creek, Waupaca County

This page intentionally left blank.

8.5 Preferred Land Use Classifications

The following Preferred Land Use Classifications (PLUCs) have been utilized on the town's Preferred Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular PLUC. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Agriculture Enterprise (AE)

- ♦ Purpose: To preserve and promote a full range of agricultural uses. To implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ♦ Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production.
- ♦ Preferred Housing Density: One unit per 40 acres. Existing dwelling units at adoption would be exempt from the density requirement. Maximum residential lot size is three acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
- ♦ Preferred Use: All agricultural uses regardless of size (although large animal feeding operations greater than 1000 animal units would still require WDNR permits). Specific preferred uses could include livestock production, dairy, agriculturally-related residences, greenhouses, horse facilities, agricultural sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, aqua culture, nonmetallic mineral extraction and home-based businesses.
- ♦ Discouraged Uses: Residential development should be discouraged to avoid potential land use conflict. The AE classification is not intended to be applied near moderately to densely populated areas.

Agriculture Retention (AR)

- ♦ Purpose: To preserve and promote a full range of agricultural uses and retain land for that use.
- ♦ Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production. Also, to encourage livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ♦ Preferred Housing Density: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per 20 acres. Existing dwelling units at adoption would be exempt from the density requirement. Maximum residential lot size is three acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design and a maximum development density strategy are required in all major subdivisions.

- ♦ Preferred Use: Land for livestock production, cash cropping, and specialty farming. All agricultural uses regardless of size.
- ♦ Discouraged Uses: The AR classification is not intended to be applied near moderately to densely populated areas.

Private Recreation and Forestry Enterprise (PVRF)

- ♦ Purpose: To preserve forest and woodland and allow for recreational opportunities.
- ♦ Primary Goal: To encourage the continuation of large tracts of forest and woodland areas which are managed to produce sustainable forest products. To provide quality outdoor recreation experiences such as hunting, trail riding, and general wildlife viewing.
- ♦ Preferred Housing Density: One unit per 10 acres at a minimum, but could be as restrictive as one unit per 80 acres. Existing dwelling units at adoption would be exempt from the density requirement. Note that 10 acres is the minimum enrollment for the MFL program. Maximum residential lot size is three acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
- ♦ Preferred Use: PVRF areas are comprised exclusively of private land. Single family residential development and seasonal dwellings (hunting cabins) may be accommodated. Limited commercial and light industrial activity associated with primary residences (home-based business) may also be accommodated in the PVRF. Voluntary landowner resource protection programs such as the Managed Forest Land, Conservation Reserve Program, and Wetland Reserve Program are encouraged.
- ♦ Discouraged Uses: Uses which are not compatible with or detract from forestry or outdoor recreation activities.

Public Recreation and Forestry (PURF)

- ♦ Purpose: To accommodate large existing publicly-owned tracts of property for the purpose of resource management and recreation.
- ♦ Primary Goal: To maintain public ownership of property to the benefit of fish and wildlife habitats, surface water quality, groundwater recharge, and public outdoor recreation.
- ♦ Preferred Housing Density: No standard required.
- ♦ Preferred Use: Public forest and public recreation. Land within the PURF may also be used for the purpose of education and research. To accommodate the public support facilities such as boat launches, parking lots, shelters, etc. are encouraged to enhance public use and enjoyment.
- ♦ Discouraged Uses: Uses that detract from public outdoor recreation experiences and forestry.

Rural Residential (RR)

- ♦ Purpose: To include existing and planned residential development that relies on private on-site wastewater treatment systems and private wells.

- ♦ Primary Goal: To cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.
- ♦ Preferred Housing Density: A maximum of one unit per 1.5 acres, with a minimum lot size of 1.5 acres and a maximum lot size of three acres, with a 1.5 acre limit of disturbance requirement. Smaller than 1.5 acre lots could be allowed with conservation or cluster land division design (refer to Appendix A).
- ♦ Preferred Use: Clustered residential development. Developments can include major subdivisions located in rural settings. Home-based business could be allowed.
- ♦ Discouraged Uses: Instances that may contribute to residential and farming operation conflict or farmland/woodland fragmentation.

Rural Commercial/Industrial (RCI)

- ♦ Purpose: To accommodate isolated occurrences of rural commercial and industrial development in isolated locations or along highway corridors.
- ♦ Primary Goal: To accommodate certain commercial and industrial activities in areas that can support such activities and recognize their unique needs.
- ♦ Preferred Density: Densities and lot sizes should be allowed to vary.
- ♦ Preferred Use: Industrial/commercial development with proper buffers to residential or other land uses.
- ♦ Discouraged Uses: Non-agricultural high water users should be discouraged and directed toward incorporated areas (cities, villages) where public sanitary sewer and water service exist.

Resource Protection (RP)

- ♦ Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the Town of Bear Creek, this classification includes the general locations of regulatory wetlands (five acres and larger) and floodplains.
- ♦ Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.
- ♦ Preferred Housing Density: No housing development.
- ♦ Preferred Use: Public or private greenspace, outdoor recreational uses, trails, and natural resource management activities.
- ♦ Discouraged Uses: Uses prohibited by wetland or floodplain zoning, or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

Intensive Use Overlay (IUO)

- ♦ Purpose: To identify lands in close proximity to existing or planned uses that may generate noise, odor, dust, smoke, vibration, groundwater pollution, or other pollution in levels that may cause real or perceived conflicts with surrounding residential uses or otherwise severely impact the landscape or a view shed. Such uses might include active or abandoned landfills, planned or existing mineral extraction sites, a large confined animal feeding operation, planned utility corridors, or planned arterial highway corridors. This classification is intended to be used as an overlay in a buffer around the intensive

use, as other planned land uses may coexist with a willingness to accept the potential impacts of the intensive use. The size of the buffer should be specified by local policy language.

- ♦ **Primary Goal:** To notify current and future residential property owners of the presence of a potential land use conflict in situations where the intensive use existed prior to the surrounding uses or where the unit of government has no control over the siting or expansion of that use. Where an intensive use provides benefits to a community (such as aggregate for construction, agricultural products and jobs, transportation, etc.), an IUO may be used to acknowledge the presence of that use and its right to continue into the future. The specific intent should be clarified by local policy language.
- ♦ **Preferred Housing Density:** To be determined by the underlying classification. Lower density residential classifications are advisable given the potential for conflict.
- ♦ **Preferred Use:** To be determined by the underlying classification. Recommended classifications include Resource Protection (RP), Agriculture Enterprise (AE), Agriculture Retention (AR), or Private Recreation and Forestry Enterprise (PVRF).
- ♦ **Discouraged Uses:** High or medium density residential (new) development. Existing residential uses should be allowed to continue.

Agriculture/Urban Interface (AUI)

- ♦ **Purpose:** To help plan for a multi-tiered agriculture zoning system in response to Wisconsin Act 235, known as the Livestock Facility Siting Law. This classification will help protect cities, villages, and rural sanitary districts from potential health and safety issues associated with close proximity to large livestock farming operations. This classification will help protect agricultural operations from the land use conflicts associated with close proximity to urban and suburban growth and development areas.
- ♦ **Primary Goal:** To establish an area within one-half mile of the current boundaries of cities, villages, and rural sanitary districts where new livestock farming operations with fewer than 500 animal units will be allowed, but new operations with 500 or more animal units will not be allowed.
- ♦ **Preferred Housing Density:** To be determined by the surrounding agricultural classifications. Each town should set this density to be consistent with the densities allowed in its other agricultural areas. (Whatever density the town had before this classification was introduced will be utilized as a density overlay.)
- ♦ **Preferred Use:** Crop farming, livestock farming with fewer than 500 animal units, and housing development at a density that is not in conflict with the continuation of agriculture.
- ♦ **Discouraged Uses:** Livestock farming operations with 500 or more animal units or housing development at a density that is in conflict with the continuation of agriculture.

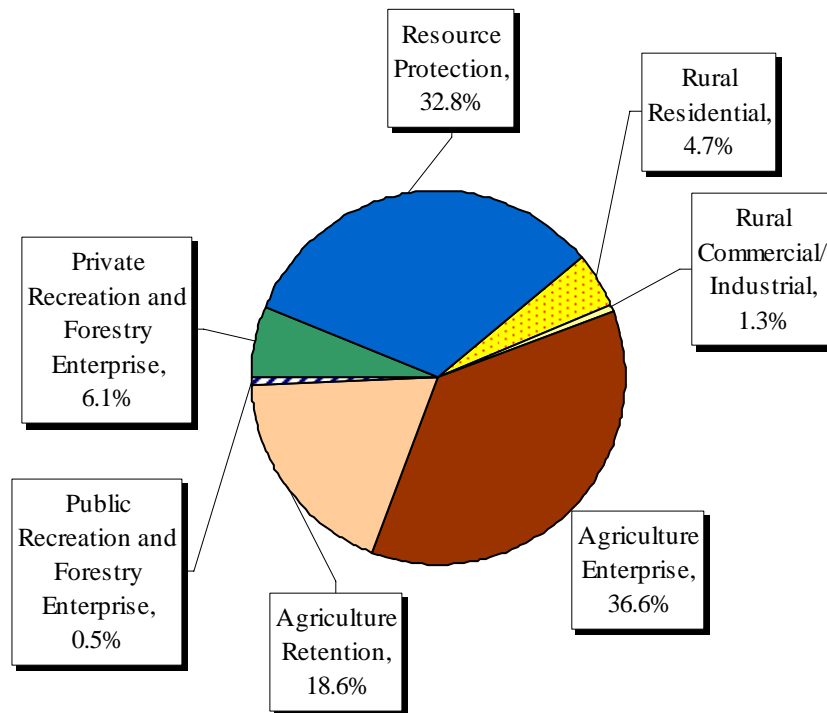
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-4
Preferred Land Use, Town of Bear Creek, 2006

Preferred Land Use Classification	Acres	Percent of
		Total
Rural Residential	1,106.1	4.7%
Rural Commercial/Industrial	169.5	0.7%
Agriculture Enterprise	8,619.0	36.6%
Agriculture Retention	4,388.8	18.6%
Public Recreation and Forestry Enterprise	112.2	0.5%
Private Recreation and Forestry Enterprise	1,434.9	6.1%
Resource Protection	7,736.4	32.8%
Total	23,566.8	100.0%

Source: Town of Bear Creek, 2006. Note: includes 175 intensive use overlay acres.

Figure 8-3
Preferred Land Use, Town of Bear Creek, 2006



Source: Town of Bear Creek, 2006

8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Bear Creek. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- ♦ Power transmission lines.
- ♦ Land spreading of biosolids (waste treatment products).
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm.
- ♦ The over-consumption of rural lands by large lot subdivisions.
- ♦ The loss of rural character in some locations.

Potential Land Use Conflicts

- ♦ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools.
- ♦ Meeting the service needs of newly developed areas.
- ♦ Controlling and managing development along major highway corridors and interchanges.
- ♦ Siting of power transmission lines.
- ♦ Siting of telecommunication towers.
- ♦ Siting of wind energy towers.
- ♦ Siting of solid or hazardous waste handling facilities.
- ♦ Land spreading of biosolids (waste treatment products).
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm (such as RR or SR areas directly adjacent to AR or AE areas).
- ♦ Lack of building and site design standards for RCI or RCM areas.
- ♦ The over-consumption of rural lands by large lot subdivisions.
- ♦ The loss of rural character in some locations.

8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Bear Creek Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals, objectives, policies, and recommendations of this plan.

- ♦ Goal H3, objectives UCF1.a. and ANC1.a.
- ♦ Policies T2, UCF1, ANC3, and ANC4
- ♦ *Agricultural, Natural, and Cultural Resources* element recommendations

8.8 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Plan for land use in order to achieve the town's desired future.

Objectives

- 1.a. Establish preferred land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and avoid future land use conflicts.
- 1.b. Establish preferred lot sizes and development densities for each preferred land use classification.
- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

Goal 2 Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives for the future.

Objectives

- 2.a. Establish a pattern of land use that will preserve natural resources and productive agricultural areas.
- 2.b. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 2.c. Utilize the existing road network to accommodate most future development.
- 2.d. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 2.e. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.f. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 2.g. Explore alternatives for the control of potentially controversial land uses such as mineral extraction, land spreading of waste products, wind energy towers, telecommunications towers, major power transmission lines, adult entertainment establishments, and solid or hazardous waste facilities.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and

recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- LU1 At a minimum, the following characteristics will be used to define a cluster design development:
- a. Residential lots or building sites are concentrated and grouped.
 - b. There are residual lands that are reserved for green space or future development.
 - c. The lot size is reduced from what is normally required.
 - d. Within a cluster group, the lots or building sites are directly adjacent to each other.
 - e. Impervious surfaces are minimized and road width requirements are flexible
(Source: Strategy ANC1, ANC3, ANC4, ANC5, LU6).
- LU2 At a minimum, the following characteristics will be used to define a conservation design development:
- a. Residential lots or building sites are concentrated and grouped.
 - b. There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
 - c. The lot size is reduced from what is normally required.
 - d. Within a cluster group, the lots or building sites are directly adjacent to each other.
 - e. Impervious surfaces are minimized and road width requirements are flexible
(Source: Strategy ANC1, ANC3, ANC4, LU6).
- LU3 Lots or building sites in a conservation or cluster design development should be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities such as an on-site sewage treatment system (Source: Strategy ANC1, ANC4, ANC5, LU2, LU6).
- LU4 The existing road network and existing public facilities and services will be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).

LU5 Scattered residential development should be prevented throughout the community (Source: Strategy LU6, LU7).

LU6 At the time a home-based business takes on the characteristics of a primary commercial or industrial use, it should be discontinued or rezoned appropriately to reflect a commercial or industrial use (Source: Strategy LU9).

Policies: Town Directive

LU7 Town zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).

LU8 The town should work cooperatively with the City of Clintonville and Village of Bear Creek to address land use, building and site design, and development density in areas along the city or village boundary, along highway corridors, and at community entrance points (Source: Strategy LU9).

Policies: Development Review Criteria

LU9 The design of new commercial and industrial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips (Source: Strategy T2, T3, LU2, LU6, LU7, LU10).

LU10 Commercial and industrial highway corridor development should be directed to designated planned commercial and industrial clusters or nodes (Source: Strategy T2, LU10).

LU11 New commercial and industrial development should be preferred within one-quarter mile of roads (Source: Strategy T2, ANC4).

LU12 New residential development should be preferred within one-eighth mile of roads (Source: Strategy T2, ANC4).

LU13 Home-based business should maintain the following characteristics:

- ♦ They are conducted in a zoning district where such use is allowed.
- ♦ They are a secondary use of a primarily residential property.
- ♦ They have little to no outward appearance or negative impact on the surrounding neighborhood.
- ♦ They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood.
- ♦ There are no more than two employees that are not immediate family members (Source: Strategy LU9).

LU14 Proposed conditional uses shall meet the following criteria in order to gain town approval:

- ♦ Complies with the requirements of the applicable zoning district.
- ♦ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification.
- ♦ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts.
- ♦ Does not diminish property values in the surrounding neighborhood.
- ♦ Provides assurance of continuing maintenance (Source: Strategy LU9).

- LU15 The Town of Bear Creek permits properly conducted non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative to existing or planned extraction sites or known concentrations of extractable non-metallic minerals should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to, exposure to: heavy truck traffic, noise, lights, fumes, dust, machinery operations, and blasting. The conditions described may occur as a result of extraction operations that are in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as a normal and necessary aspect of living in a rural area (Source: Strategy LU9).
- LU16 Conditional use permits for mineral extraction operations should include restrictions for hours of operation that limit extraction, maintenance, and repair activities to a maximum of 6:00 a.m. to 6:00 p.m. Monday through Friday and 6:00 a.m. to noon on Saturday (Source: Strategy LU9).
- LU17 Conditional use permits for mineral extraction operations should not permit extraction operations or the operation of equipment within 1,000 feet of existing residences (Source: Strategy LU9).
- LU18 Conditional use permits for mineral extraction operations should not permit extraction areas within 200 feet of the edge of a town right-of-way (Source: Strategy LU9).
- LU19 Conditional use permits for mineral extraction operations should include provisions for adequate screening of the site in order to help control noise and views (Source: Strategy LU9).
- LU20 Conditional use permits for extraction operations should be reviewed every two years (Source: Strategy LU9).
- LU21 The open area of a permitted extraction operation should not exceed two acres (Source: Strategy LU9).
- LU22 Conditional use permits for mineral extraction operations shall allow for inspection of the site by county officials as well as the town chairperson and his or her agents in order to ensure continuing compliance with the conditional use permit (Source: Strategy LU9).

- LU23 Conditional use permits for extraction operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation (Source: Strategy LU9).
- LU24 Commercial and industrial development should be directed to RCI and RCM areas as designated on the Preferred Land Use Map (Source: Strategy LU10).
- LU26 Commercial and industrial development should be directed to neighboring cities and villages or to other areas where existing public facilities and services (such as municipal sewer and water) are adequate to support growth, are planned for expansion, or will be provided concurrent with development (Source: Strategy LU10).

Recommendations

- ♦ Create a town land division ordinance to better achieve the management and limitation of growth and rural land consumption. Consider implementing the ordinance to discourage scattered development and manage potentially conflicting land uses as well. Also consider implementing the town's site planning requirement and limits of disturbance regulations through the subdivision ordinance (Source: Strategy LU1, 2, 7, and 9).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better achieve the management and limitation of growth and potential conflicting land uses, discourage scattered development and rural land consumption, implement the town's site planning requirements, and establish limits of disturbance regulations (Source: Strategy LU1, 2, and 7).
- ♦ Utilize a maximum residential density requirement, a minimum residential lot size, and a maximum residential lot size to achieve the management and limitation of growth and rural land consumption, and discourage scattered development and rural land consumption (Source: Strategy LU1).
 - Agriculture Enterprise: The preferred housing density is one unit per 40 acres. Existing dwelling units at adoption would be exempt from the density requirement. Maximum residential lot size is three acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
 - Agriculture Retention: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per 20 acres. Existing dwelling units at adoption would be exempt from the density requirement. Maximum residential lot size is three acres and minimum is 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
 - Private Recreation and Forestry: One unit per 10 acres at a minimum, but could be as restrictive as one unit per 80 acres. Existing dwelling units at adoption would be exempt from the density requirement. Note that 10 acres is the minimum enrollment for the MFL program. Maximum residential lot size is three acres and minimum is

- 1.5 acres, with a 1.5 acre limit of disturbance requirement. The use of conservation or cluster land division design (refer to Appendix A) and a maximum development density strategy are required in all major subdivisions.
- ▶ Rural Residential: A maximum of one unit per 1.5 acres, with a minimum lot size of 1.5 acres and a maximum lot size of three acres, with a 1.5 acre limit of disturbance requirement. Smaller than 1.5 acres lots could be allowed with conservation or cluster land division design (refer to Appendix A).
 - ◆ Work with Waupaca County to pursue the creation of new zoning districts and a revised zoning map that will implement the town's preferred development densities as established in the comprehensive plan. If the County does not incorporate the town's desired provisions, consider developing a town zoning ordinance (Source: Strategy LU1).
 - ◆ Work with Waupaca County to codify by zoning ordinance the town's conditional use review criteria and policies for managing potentially conflicting land uses. If the County does not incorporate, consider developing a town zoning ordinance.
 - ◆ Continue to work with Waupaca County to implement its utility tower ordinance to implement the town's site planning policies (Source: Strategy LU2).
 - ◆ Work with Waupaca County to adopt and implement a utility accommodation ordinance to encourage the shared use of existing rights-of-way (Source: Strategy LU2).
 - ◆ Establish requirements for site plan approval of proposed commercial, industrial, institutional, single family residential, and multi-family residential developments (Source: Strategy ED3, LU7).
 - ◆ Create a local purchase or transfer of development rights program that guides growth to planned communities (Source: Strategy LU1 and 7).
 - ◆ Work with Waupaca County to create a county wide purchase or transfer of development rights program that guides growth to planned communities (Source: Strategy LU1 and 7).
 - ◆ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ED3, LU10).
 - ◆ Work with Waupaca County to modify the applicable zoning map and district regulations to prevent non-residential uses from locating outside of areas planned for RCI (Source: Strategy LU10).
 - ◆ Utilize the IUO preferred land use classification to identify existing and planned extraction sites (Source: Strategy LU9).
-

8.10 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Waupaca County Inventory and Trends Report*.

9 Implementation



This page intentionally left blank.

9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Bear Creek's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in the following areas:

- ♦ Plan Adoption and Update Actions
- ♦ Intergovernmental Cooperation Actions
- ♦ Ordinance Development and Update Actions
- ♦ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element).
Responsible Party: Plan Commission
Timing: 2007
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: Town Board
Timing: 2007

Periodic Actions

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element).
Responsible Party: Plan Commission
Timing: Annually

4. Task: Conduct a comprehensive plan update (*Implementation element*).
Responsible Party: Plan Commission, Town Board
Timing: Every five years

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Evaluate and provide constructive feedback to Waupaca County on services provided to the town (*Utilities and Community Facilities Element*).
Responsible Party: Town Board
Timing: Annually
2. Task: Develop and distribute an annual intergovernmental cooperation update at the annual town meeting that focuses on publicizing successes (*Intergovernmental Cooperation Element*).
Responsible Party: Town Board
Timing: Annually
3. Task: Every five years or upon contract renewal review intergovernmental agreements for their effectiveness and efficiency (*Intergovernmental Cooperation Element*).
Responsible Party: Town Board
Timing: Upon contract renewal or every five years
4. Task: The Town Board shall establish clear goals and expectations for the purpose of negotiating intergovernmental agreements (*Intergovernmental Cooperation Element*).
Responsible Party: Town Board
Timing: As needed
5. Task: Meet as needed with neighboring towns to facilitate intergovernmental cooperation and communication (*Intergovernmental Cooperation Element*).
Responsible Party: Town Board
Timing: As needed

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Work with Waupaca County to revise the County Zoning Ordinance and map (*Housing; Transportation; Agricultural, Natural, and Cultural Resources; Economic Development; Utilities and Community Facilities; and Land Use Elements*).
Responsible Party: Plan Commission, Town Board
Timing: Early 2008
2. Task: Update mobile/manufactured home related ordinances (*Housing Element*).
Responsible Party: Plan Commission, Town Board
Timing: Early 2008

3. Task: Adopt a full driveway ordinance to implement access control and emergency vehicle access policies (*Transportation Element*).
Responsible Party: Town Board
Timing: Early 2008
 4. Task: Utilize a right-to-farm ordinance, a minimum setback for non-farm residential development, site planning requirements, and limits of disturbance regulations to achieve the preservation of the right to farm and preservation of active farms (*Agricultural, Natural, and Cultural Resources*).
Responsible Party: Planning Commission
Timing: Early 2008
 5. Task: Establish requirements for site plan approval of proposed commercial, industrial, institutional, single family residential, and multi-family residential developments (*Economic Development Element*).
Responsible Party: Plan Commission
Timing: Early 2008
 6. Task: Adopt town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (*Transportation Element*).
Responsible Party: Town Board
Timing: Mid 2008
 7. Task: Create a town land division ordinance (*Housing; Transportation; Agricultural, Natural, and Cultural Resources; Economic Development; Utilities and Community Facilities; and Land Use Elements*).
Responsible Party: Plan Commission, Town Board
Timing: Late 2008
 8. Task: Conduct an impact fee study and develop an impact fee ordinance (*Utilities and Community Facilities Element*).
Responsible Party: Town Board and Plan Commission
Timing: By the end of 2008 and adjusted as needed
 9. Task: Create impact assessment regulations (*Agricultural, Natural, and Cultural Resources; Economic Development; Utilities and Community Facilities, and Land Use Elements*).
Responsible Party: Town Board and Plan Commission
Timing: By the end of 2008 and adjusted as needed
 10. Task: Create site planning and limits of disturbance regulations (*Agricultural, Natural, and Cultural Resources*).
Responsible Party: Plan Commission, Town Board
Timing: By the end of 2008
-

11. Task: Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (*Economic Development Element*).
Responsible Party: Plan Commission
Timing: By the end of 2009

Long Term Actions

12. Task: Create a local purchase or transfer of development rights program that guides growth to planned communities (*Land Use*).
Responsible Party: Town Board and Plan Commission
Timing: Long term
13. Task: Work with Waupaca County to create a county wide purchase or transfer of development rights program that guides growth to planned communities (*Land Use*).
Responsible Party: Town Board, Plan Commission, and Waupaca County
Timing: Long term

Strategic Planning Actions

Periodic Actions

1. Task: Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (*Transportation Element*).
Responsible Party: Town Board
Timing: Annually
2. Task: A five-year improvement plan shall be developed and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources (*Transportation Element*).
Responsible Party: Town Board
Timing: Annually
5. Task: Utilize the PASER system to update the road improvement plan (*Transportation Element*).
Responsible Party: Town Board
Timing: Annually
6. Task: Evaluate fire protection staffing, training, and equipment needs annually or upon review of contract (*Utilities and Community Facilities Element*).
Responsible Party: Town Board
Timing: Upon review of contract or annually

7. Task: Assess town staffing, equipment, and training levels every two years (*Utilities and Community Facilities Element*).
Responsible Party: Town Board
Timing: Every two years
8. Task: Maintain an up to date inventory of active farms, feedlots, and manure storage facilities (*Agricultural, Natural, and Cultural Resources Element*).
Responsible Party: Plan Commission and County
Timing: Every three years
9. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings every five years (*Utilities and Community Facilities Element*).
Responsible Party: Town Board
Timing: Every five years

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Bear Creek and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*. For further detail on the status of each type of implementation ordinance in Waupaca County, please refer to Section 9.3 of the *Inventory and Trends Report*.

Code of Ordinances

Current Status

The Town of Bear Creek has not adopted its ordinances as a code of ordinances. In addition to the land use ordinances detailed below, the town administers the following ordinances:

- ♦ Ordinance 1988-3 – Fire Protection Charges, 1988
This ordinance authorizes the town to charge property owners all or a portion of the costs for fire protection. Charges are established for fire calls by the Bear Creek Fire Department and the Clintonville Fire Department. Fire calls from other departments are billed directly to the property owner, except for calls authorized under mutual aid.
- ♦ Ordinance 1988-1 – Roadside Ditches, 1988
This ordinance requires landowners to keep road ditches cleared of debris including rubbish, stones, and brush. Debris not removed will be cleared by the town and the cost charged to the landowner.
- ♦ Ordinance – Joint Action Civil Defense Ordinance, 1973

Recommended Changes

The town should follow the statutory procedure to create a code of ordinances to include all existing and future ordinances as components of a municipal code.

Zoning

Current Status

The Waupaca County Zoning Ordinance establishes the county's basic land use, lot size, and building location and height requirements. The Waupaca County Zoning Ordinance applies to unincorporated areas of the county in towns that have adopted the ordinance. To date, all towns except the Town of Harrison have adopted the Waupaca County Zoning Ordinance.

Recommended Changes

The Waupaca County Zoning Ordinance will be one of the key tools for implementing the town's plan, so the town will need to work closely with the county on the issues related to zoning after plan adoption. The town hopes to modify the county zoning ordinance to help accomplish provision of affordable housing, improved preservation of natural resources and farmland, protection of the right to farm, efficiency in developments, and a decrease in land use conflicts. This includes the need for many changes, including, but not limited to:

- ♦ Establishing a 2,640 foot residential, commercial, and industrial setback from active farming operations.
- ♦ Better address mobile homes and manufactured homes.
- ♦ Create multiple agriculture zoning districts that better preserve the best agriculture lands for agricultural use.
- ♦ Require area development plans for residential, commercial, and industrial development.
- ♦ Better manage cul-de-sacs.

Land Division Regulations

Current Status

The Waupaca County Subdivision Ordinance applies to the town and requires county approval of land divisions that result in the creation of one or more parcels of 5 acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

The town's Subdivision and Platting Code addresses land divisions. A division of land that results in the creation of a lot of less than 10 acres in size must be surveyed and approved by the town. Residential lots outside of platted state subdivisions must be at least three acres in size. Streets and other public services must be constructed by a subdivider. Where public sewer facilities are available, they shall be provided by the subdivider. The ordinance includes minimum standards for erosion control, land suitability, street and block design, and utility easements. Lots must be at least 80 feet wide at the building setback line. New streets must be constructed by a subdivider and conform to official maps and the comprehensive plan.

Recommended Changes

Land division regulations will be another key tool for implementing the town's preferred land use plan. This may be achieved through the Waupaca County Subdivision Ordinance or through modification to the town's ordinance. The town would prefer to accomplish as much as possible through the county ordinance, but realizes there would be many deficiencies in

using only that approach. The town will address any deficiencies in the county ordinance through amendment of its own current ordinance.

Thus, the town ordinance should be modified to address many recommendations, including, but not limited to:

- ♦ Implement development density and lot size standards.
- ♦ Offer a density bonus when conservation or cluster techniques are used.
- ♦ Require at least 10% of units in new subdivision proposals with 10 lots or greater be affordable.
- ♦ Adhere to community policies for mobile and manufactured homes.
- ♦ Require the execution of a development agreement when public roads or infrastructure is involved.
- ♦ Require various impact assessments.
- ♦ Require commercial and industrial developments to submit area development plans.
- ♦ Require limits of disturbance identification.
- ♦ Protect the right to farm.

Right to Farm

Current Status

The town does not currently implement a right to farm ordinance.

Recommendations

The town should adopt a right to farm ordinance.

Site Plan and Design Review

Current Status

Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town should work with Waupaca County to modify county zoning and land division ordinances to implement the town's site plan and design policies to the extent possible. To address any deficiencies, the town should establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments. The town should also create a site design review ordinance.

Official Map Regulations

Current Status

An official map is not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

There are currently no official mapping recommendations.

Sign Regulations

Current Status

Sign regulations are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

There are currently no specific recommendations for the implementation of sign regulations. A site design review ordinance, which is recommended in this plan, would serve to address some potential signage issues.

Erosion Control and Stormwater Management

Current Status

Erosion control and stormwater management ordinances are not currently administered by the town. Erosion control and stormwater management are addressed by the Waupaca County Zoning, Subdivision, Shoreland Zoning, and Non-Metallic Mining Reclamation Ordinances, which are in effect in the Town of Bear Creek. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

There are currently no recommendations to address stormwater management outside of Waupaca County practices and regulations.

Historic Preservation

Current Status

Historic preservation ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The building code should be created to implement the town's policies for mobile homes and manufactured homes.

Building, Housing, and Mechanical Codes

Current Status

Building, housing, and mechanical codes are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

Adopt a basic building code ordinance that references the Uniform Dwelling Code. The building code should be created to implement the town's policies for mobile homes and manufactured homes.

Sanitary and Nuisance Codes

Current Status

Ordinance 1995-1 (Unlicensed Vehicles, 1995) limits the number of unlicensed vehicles that may be stored on a property to three per household. Unlicensed vehicles in excess of the limit must be removed. Vehicles not removed within 90 days of a written notice can be removed by the town and the related costs charged to the property owner. The town also administers an ordinance to regulate dumping and waste disposal.

The Waupaca County Sanitary Ordinance applies to the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

No specific recommended changes have been brought forward in the area of sanitary codes.

Driveway and Access Controls

Current Status

Resolution 1-2000 (Driveway Width, 2000) establishes a minimum 20 foot driveway width in order to keep private driveways in wooded areas passable by emergency equipment. It does not specify whether this refers to the surface width or the clearance width. The resolution also establishes that the Town Board holds the right to review all applications for driveways.

Technical Recommendations

This resolution contains provisions that should be adopted as an ordinance. Clarify whether 20 feet is the minimum surface width or clearance width.

Recommended Changes

Adopt a full driveway ordinance to implement access control and emergency access policies.

Road Construction Specifications

Current Status

Road construction specifications are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

As needed, adopt and modify town road construction standards to implement policies included in the plan.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road

improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*.

The *Town of Bear Creek Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ♦ Pursuit of grant funding for capital improvements, especially roads.
- ♦ Road improvement planning.
- ♦ Use of impact fees.
- ♦ Intergovernmental cooperation with neighboring communities.
- ♦ Comprehensive plan evaluation and update.
- ♦ Periodic assessment of administrative and service capacity.
- ♦ Develop and maintain a current inventory of active farms.
- ♦ Develop a local or partner with the county to develop a purchase and/or transfer of development rights program.

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Bear Creek should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the town's comprehensive plan must comply with the following steps:

- ♦ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.
- ♦ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

- ♦ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.
- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Bear Creek in the light of overall implementation strategies. The following implementation strategies were available for consideration.

Housing

1. Create a range of housing options
2. Create opportunities for quality affordable housing
3. Change the treatment of mobile and manufactured homes

Transportation

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Preserve the mobility of collector and/or arterial roads
3. Create safe emergency vehicle access to developed properties
4. Create improved intersection safety
5. Create more detailed plans for transportation improvements
6. Create road connectivity
7. Create a range of viable transportation choices

Utilities and Community Facilities

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Create improved community facilities and services
5. Preserve the existing level and quality of community facilities and services
6. Preserve the quality of outdoor recreational pursuits
7. Create additional public recreation facilities
8. Create opportunities to maximize the use of existing infrastructure

Agricultural, Natural, and Cultural Resources

1. Preserve agricultural lands
 2. Preserve the right to farm
 3. Preserve active farms
 4. Preserve natural resources and/or green space
 5. Preserve rural character
 6. Create targeted areas for farming expansion
 7. Create targeted areas for forestry expansion
 8. Preserve historic places and features
-

Economic Development

1. Change community conditions for attracting business and job growth
2. Change community conditions for retaining existing businesses and jobs
3. Create additional tax base by requiring quality development and construction
4. Create more specific plans for economic development

Intergovernmental Cooperation

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Preserve intergovernmental communication

Land Use

1. Preserve the existing landscape by limiting growth
2. Preserve valued features of the landscape through site planning
3. Preserve development rights
4. Create development guidelines using selected criteria from *What If* suitability mapping
5. Create an overall pattern of growth that is dispersed
6. Create an overall pattern of growth that is clustered
7. Create an overall pattern of growth that is concentrated
8. Preserve the influence of market forces to drive the type and location of development
9. Create a system of development review that prevents land use conflicts
10. Create a system of development review that manages the location and design of non-residential development

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF3 is associated with strategy Utilities and Community Facilities 1 (Create efficiencies in the cost of providing services and facilities - control taxes) and strategy Agricultural, Natural, and Cultural Resources 3 (Preserve community character and small town atmosphere).

UCF3 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC3).

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The Town of Bear Creek selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- ♦ H1: Create a range of housing options.
- ♦ H2: Create opportunities for quality affordable housing.
- ♦ H3: Change the treatment of mobile and manufactured homes.
- ♦ T1: Create efficiencies in the cost of building and maintaining roads (control taxes).
- ♦ T2: Preserve the mobility of collector and/or arterial roads.
- ♦ T3: Create safe emergency vehicle access to developed properties.
- ♦ T4: Create improved intersection safety.
- ♦ T5: Create more detailed plans for transportation improvements.
- ♦ T6: Create road connectivity.
- ♦ T7: Create a range of viable transportation choices.
- ♦ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes).
- ♦ UCF3: Create intergovernmental efficiencies for providing services and facilities.
- ♦ UCF5: Preserve the existing level and quality of community facilities and services.
- ♦ UCF8: Create opportunities to maximize the use of existing infrastructure.
- ♦ ANC1: Preserve agricultural lands.
- ♦ ANC2: Preserve the right to farm.
- ♦ ANC3: Preserve active farms.
- ♦ ANC4: Preserve natural resources and/or green space.
- ♦ ANC5: Preserve rural character.
- ♦ ANC6: Create targeted areas for farming expansion.
- ♦ ED1: Change community conditions for attracting business and job growth.
- ♦ ED3: Create additional tax base by requiring quality development and construction.
- ♦ IC1: Create intergovernmental efficiencies for providing services and facilities.
- ♦ IC2: Create a cooperative approach for planning and regulating development along community boundaries.
- ♦ IC3: Preserve intergovernmental communication.
- ♦ LU1: Preserve the existing landscape by limiting growth.
- ♦ LU2: Preserve valued features of the landscape through site planning.
- ♦ LU6: Create an overall pattern of growth that is clustered.
- ♦ LU7: Create an overall pattern of growth that is concentrated.
- ♦ LU9: Create a system of development review that prevents land use conflicts.

- ♦ LU10: Create a system of development review that manages the location and design of non-residential development.

The strategies that were not selected by the town may still be of importance, but were not identified as top priorities or areas where direct action by the town was deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Bear Creek Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Bear Creek Year 2030 Comprehensive Plan*.

9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Bear Creek has established a Transportation element policy (T4) that states, "Dead-end roads and cul-de-sacs shall be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan's adoption, and how many of those were necessitated by the site conditions. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to “measure” progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Objectives

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the town’s comprehensive plan.
- 1.c. Develop and update as needed an “Action Plan” as a mechanism to assist the Plan Commission and Town Board with the administration of the comprehensive plan.

Goal 2 Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- I1 The town shall maintain the comprehensive plan as an effective tool for the guidance of town governance. The town will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).
- I2 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I3 Areas of the plan which are likely to be disputed or litigated in the future shall be reviewed by the town attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

- ♦ Develop and maintain an action plan that identifies specific projects to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).
- ♦ Review the comprehensive plan annually (in conjunction with the town budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes (Source: Basic Recommendations).
- ♦ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).

Appendix A

Existing Land Use Classifications and Development Potential Scenarios

This page intentionally left blank.

Waupaca County Comprehensive Planning Existing Land Use Code Key

Residential

- ◆ Single Family Structures
 - ◆ Duplexes
 - ◆ Bed & Breakfast Houses
 - ◆ Mobile Homes Not in Parks
 - ◆ Mowed Land Surrounding Houses
 - ◆ Accessory Uses (Garages, Sheds)
-

Multi-Family Housing

- ◆ Apartments, Three or More Households
 - ◆ Condos, Three or More Units
 - ◆ Rooming and Boarding Houses
 - ◆ Connected Parking Areas
 - ◆ Mowed Land Surrounding
-

Mobile Home Parks

- ◆ Three or More Mobile Homes on a Parcel/Site
-

Farmsteads

- ◆ Farm Residences
 - ◆ Mowed Land Surrounding Houses
-

Group Quarters and Elder Care

- ◆ Resident Halls
 - ◆ Group Quarters
 - ◆ Retirement Homes
 - ◆ Nursing Care Facilities
 - ◆ Religious Quarters
 - ◆ Connected Parking Areas
-

Commercial

- ◆ Wholesale Trade
 - ◆ Retail Trade (Stores, Services, etc.)
 - ◆ Gas Stations
 - ◆ Buildings/Facilities Only for Greenhouses, Golf Courses, Driving Ranges
-

Agriculture

- ◆ Cropland
 - ◆ Barns, Sheds, Silos, Outbuildings
 - ◆ Manure Storage Structures
 - ◆ Feedlots
 - ◆ Land Between Buildings
-

Other Open Land

- ◆ Rocky Areas and Rock Outcrop
 - ◆ Open Lots in a Subdivision
 - ◆ An Undeveloped Rural Parcel
 - ◆ Pasture Land
 - ◆ Gamefarm Land
-

Parks and Recreation

- ◆ Sport and Recreational Facilities (public and private)
 - ◆ Athletic Clubs
 - ◆ Designated Fishing and Hunting
 - ◆ Fish Hatcheries
 - ◆ Boat Landings
 - ◆ Stadiums, Arenas, Race Tracks, Sport Complexes
 - ◆ Museums, Historical Sites
 - ◆ Nature Parks/Preserve Areas, Zoos, Botanical Gardens
 - ◆ Casinos
 - ◆ Amusement Parks (go-carts, mini-golf)
 - ◆ Bowling Alleys
 - ◆ Golf Courses and Country Clubs
 - ◆ Driving Ranges
 - ◆ Ski Hills and Facilities
 - ◆ Marinas
 - ◆ RV Parks and Recreational Camps
 - ◆ Campgrounds and Resorts
 - ◆ Designated Trails
 - ◆ Public Parks (includes playground areas, ball diamonds, soccer fields, tennis courts)
 - ◆ Fairgrounds (buildings and facilities included)
-

Woodlots

- ◆ Planted Wood Lots
 - ◆ Forestry and Timber Tract Operations, Silviculture
 - ◆ Orchards and Vineyards
 - ◆ General Woodlands
 - ◆ Hedgerows (where distinguishable)
-

Utilities

- ◆ Electric Power Generation, Transmission and Distribution
 - ◆ Transformers and Substations
 - ◆ Natural Gas Distribution
 - ◆ Water Towers / Storage Tanks
 - ◆ Sewage Treatment Plant
 - ◆ Lift Stations, Pump Stations, Wells
 - ◆ Communication Towers (includes radio, telephone, television, cellular)
 - ◆ Waste Treatment and Disposal
 - ◆ Active and Abandoned Landfills
 - ◆ Recycling Facilities
-

Institutional

- ◆ Public Libraries
 - ◆ Public and Private Schools
 - ◆ Colleges, Universities, Professional Schools
 - ◆ Technical and Trade School Facilities, Business / Computer training
 - ◆ Doctor and Dentist Offices
 - ◆ Hospitals
 - ◆ Churches, Religious Organizations, Non-Profit Agencies, Unions
 - ◆ Cemeteries and Crematories
-

Industrial

- ◆ Construction Contractors (excavating, roofing, siding, plumbing, electrical, highway and street)
 - ◆ Warehousing
 - ◆ Manufacturing/Factory
 - ◆ Mill Operation
 - ◆ Printing and Related Facilities
 - ◆ Chemical, Petroleum, and Coals Products Facilities
 - ◆ Trucking Facilities (includes outdoor storage areas for trucks and equipment, docking terminals)
-

Mines/Quarries

- ◆ Extraction/Quarries (sand, gravel, or clay pits, stone quarries)
 - ◆ Non-metallic Mineral Processing
-

Transportation

- ◆ Airports (includes support facilities)
 - ◆ Rail Transportation (includes right of way and railyards)
 - ◆ Waysides
 - ◆ Freight Weigh Stations
 - ◆ Bus Stations
 - ◆ Park and Ride/Carpool Lots
 - ◆ Highway and Road/Street Rights of Way
-

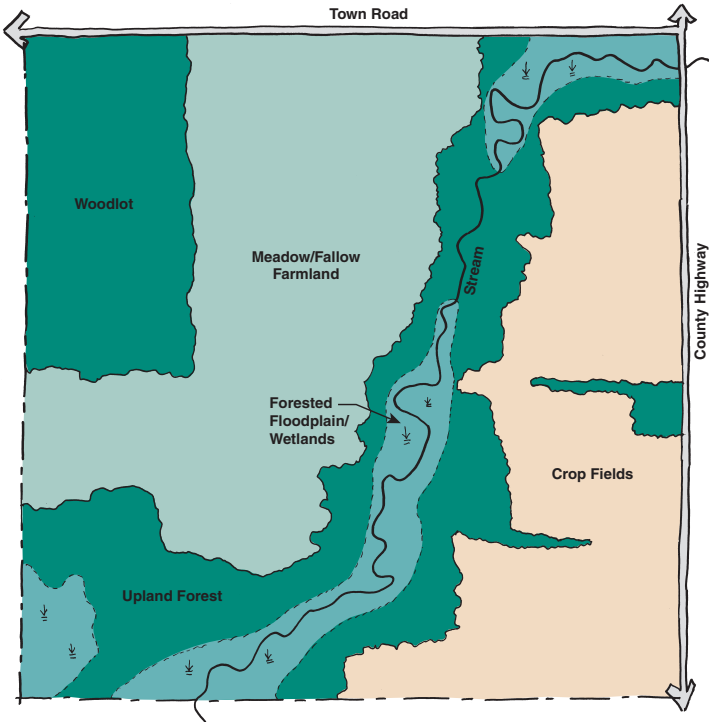
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family Housing, Mobile Home Parks, Farmsteads, etc.) needs to be identified for corrections.

Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 40 Acres

◆ Undeveloped Site – 160 Acres

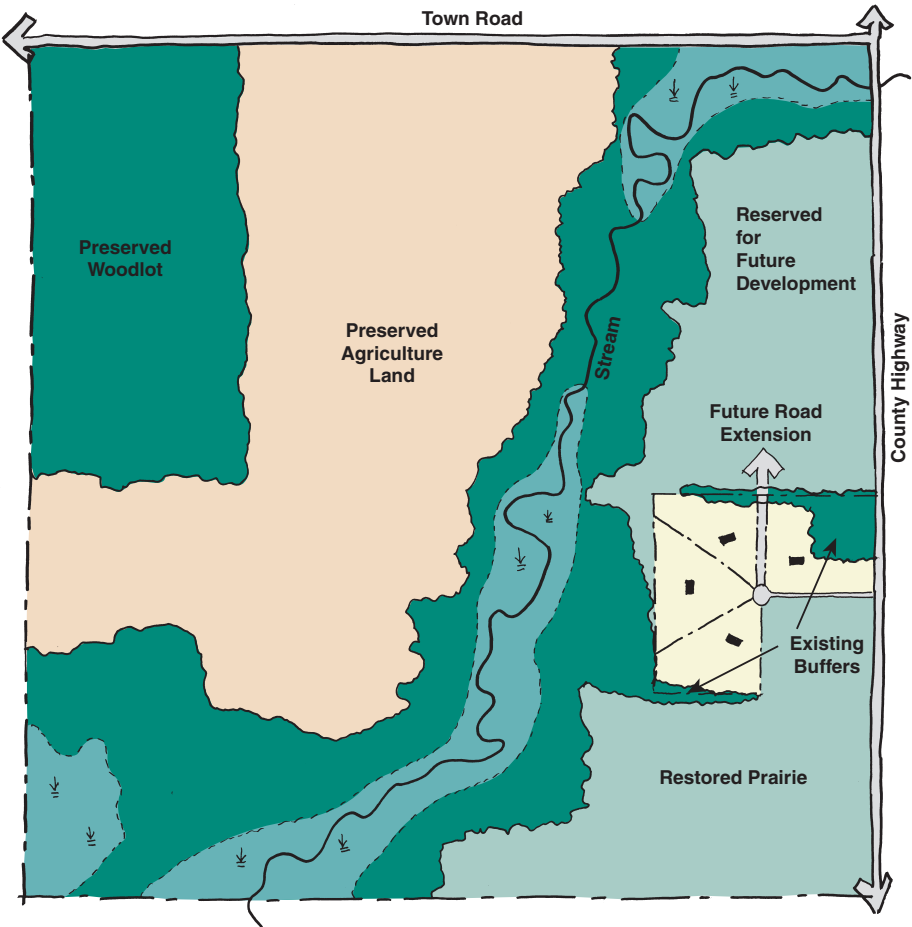
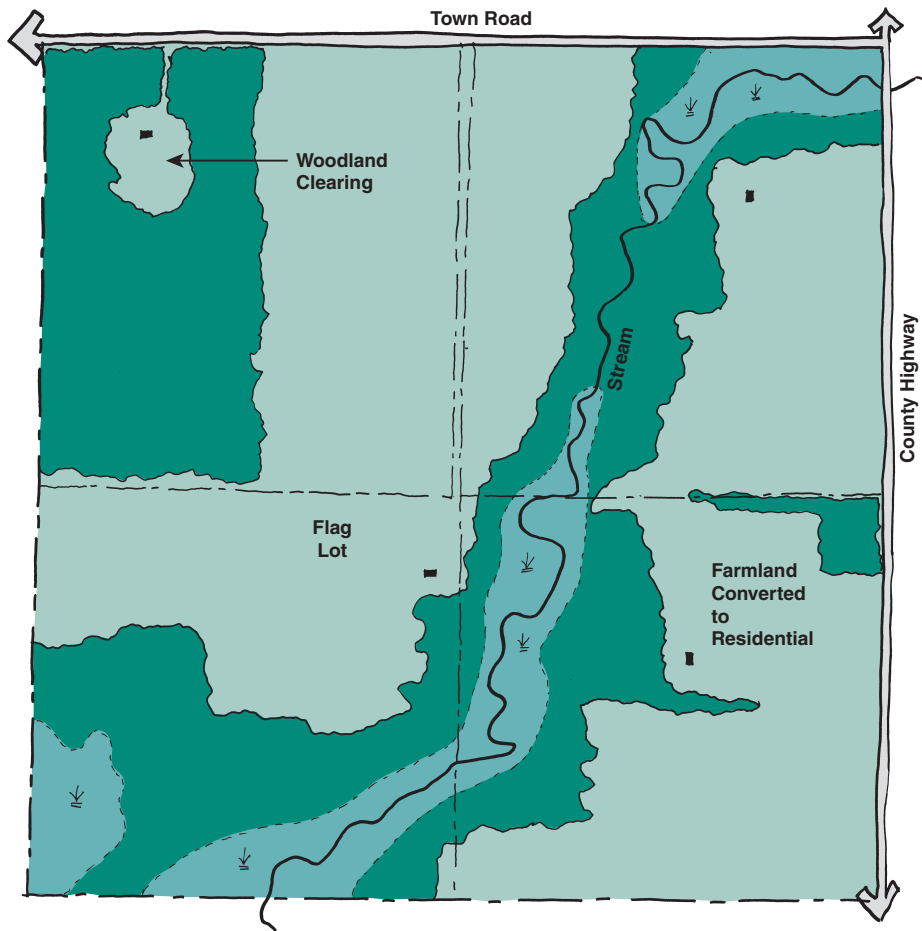


Conventional Development

- ◆ 4 homes
- ◆ Average lot size of 40 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining

Conservation Development

- ◆ 4 homes
- ◆ Average lot size of 1.8 acres
- ◆ About 7 acres developed
- ◆ About 153 acres remaining

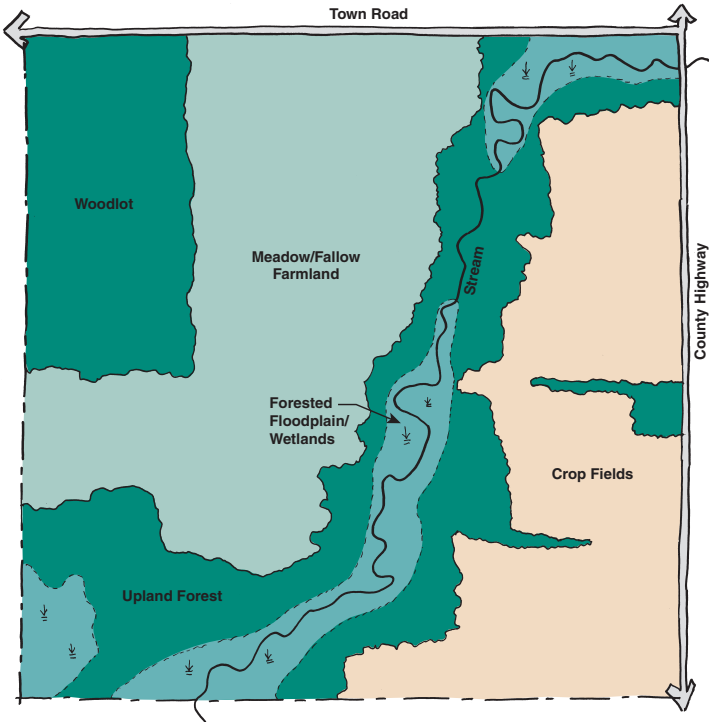


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres

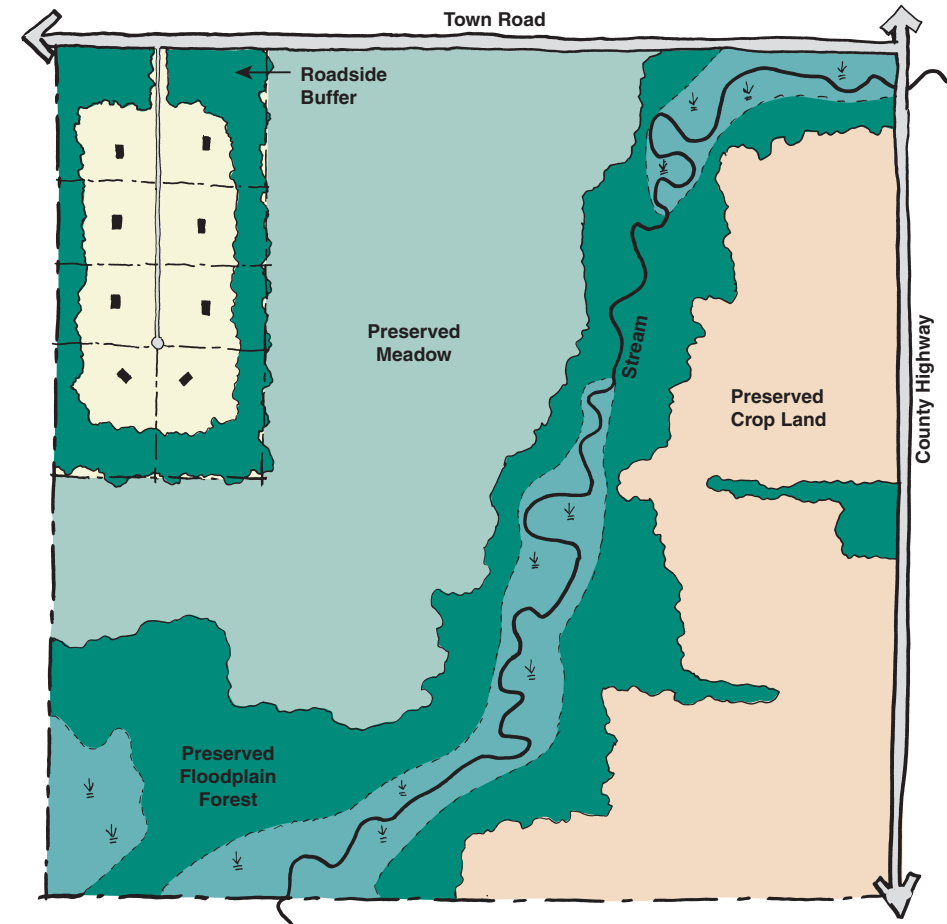
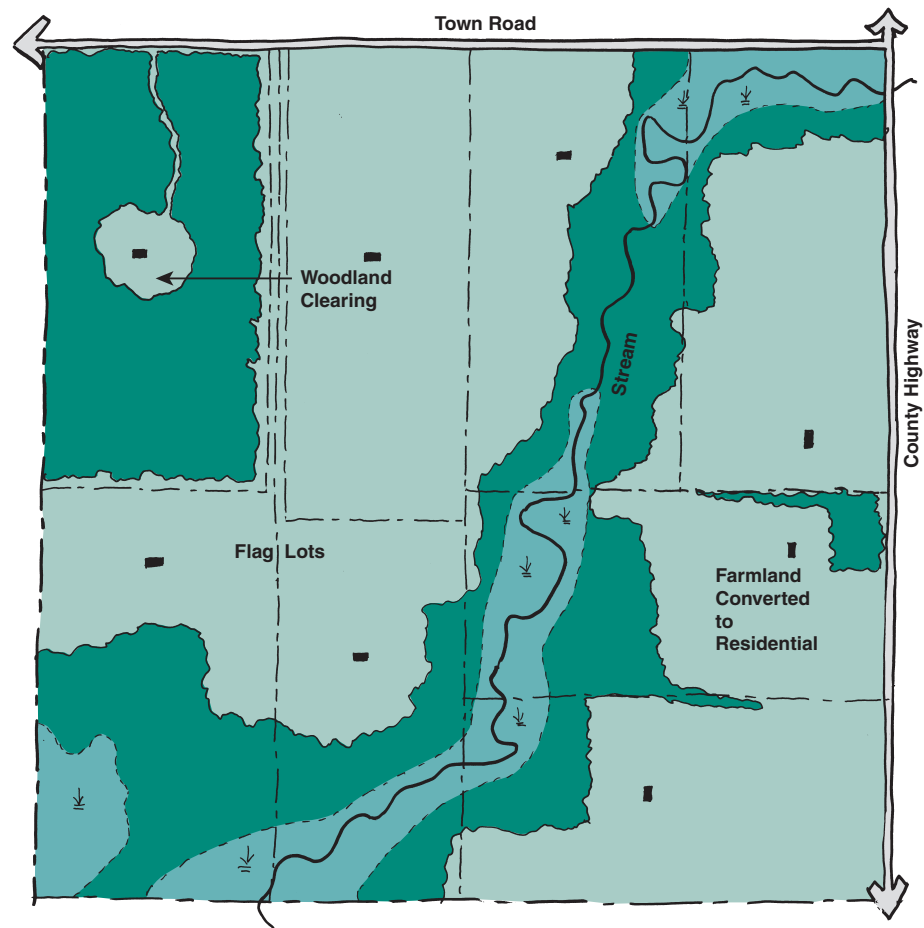


Conventional Development

- ◆ 8 homes
- ◆ Average lot size of 20 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining

Conservation Development

- ◆ 8 homes
- ◆ Average lot size of 2.5 acres
- ◆ About 20 acres developed
- ◆ About 140 acres remaining

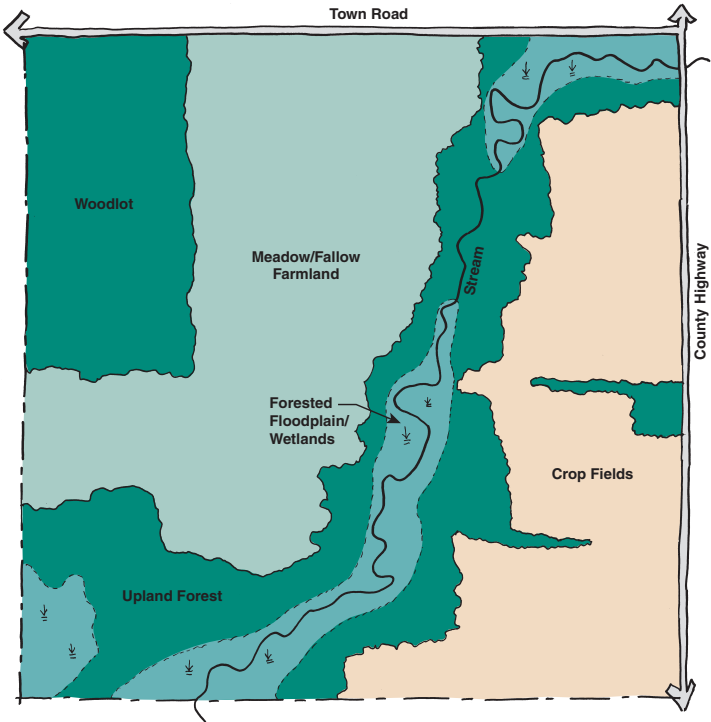


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres



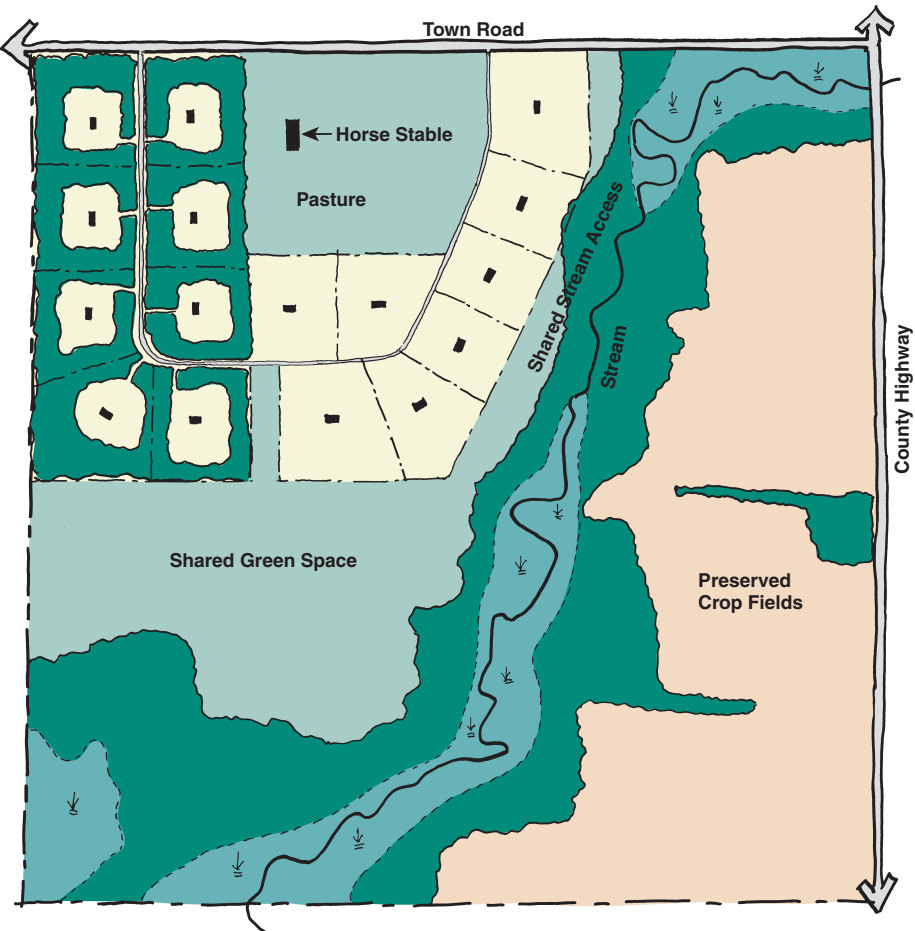
Conventional Development

- ◆ 16 homes
- ◆ Average lot size of 10 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining



Conservation Development

- ◆ 16 homes
- ◆ Average lot size of 2.3 acres
- ◆ About 37 acres developed
- ◆ About 123 acres remaining

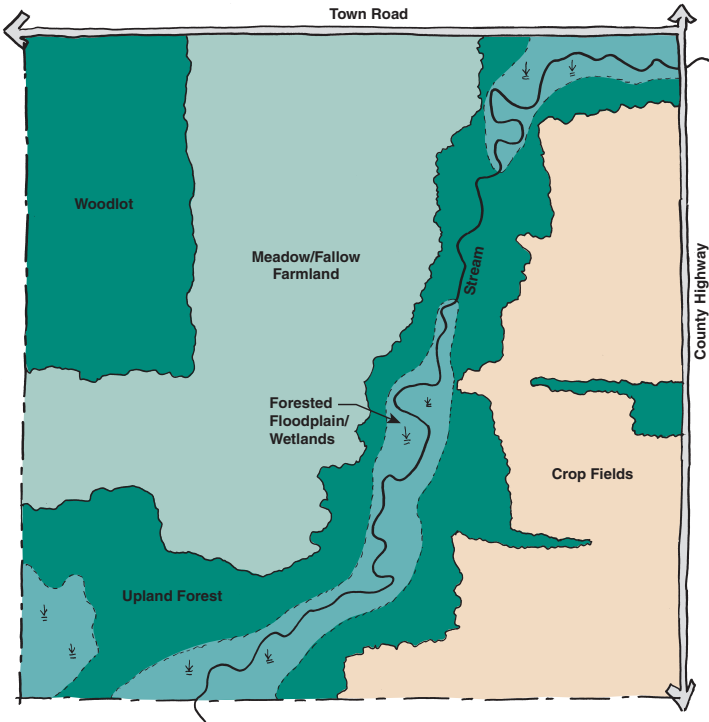


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres

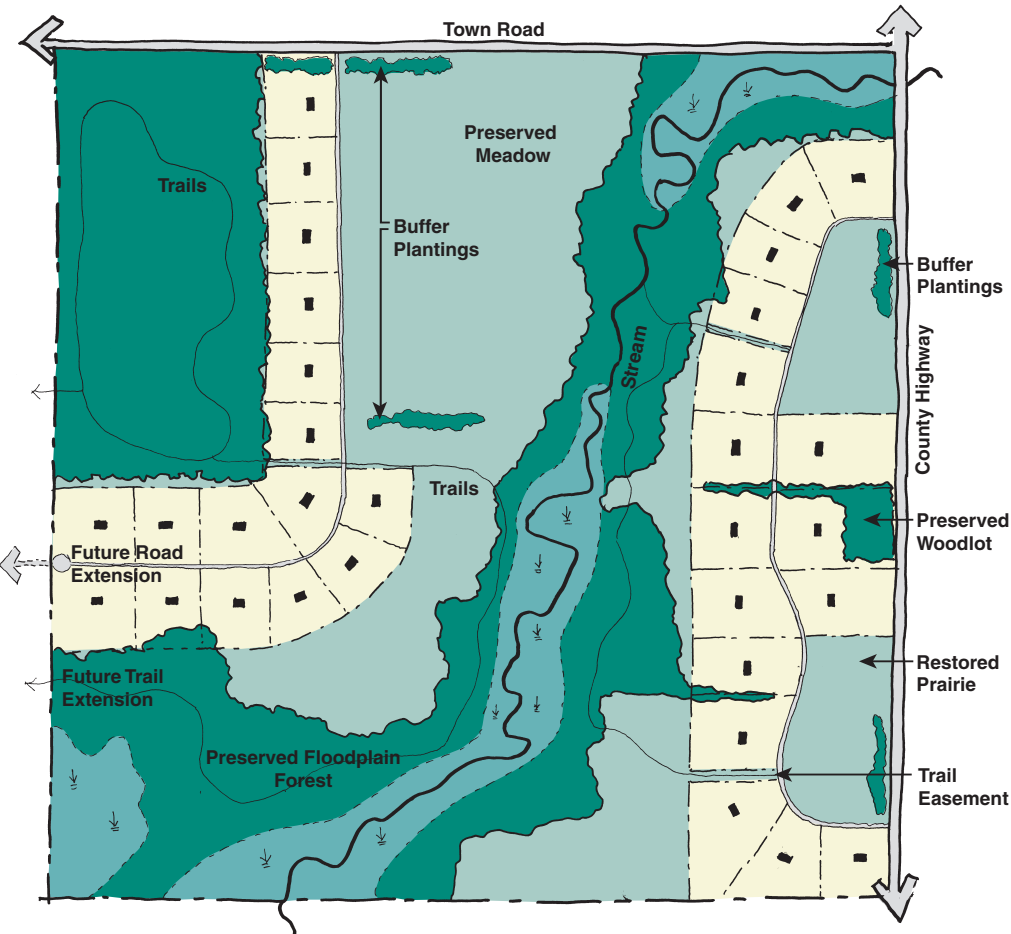
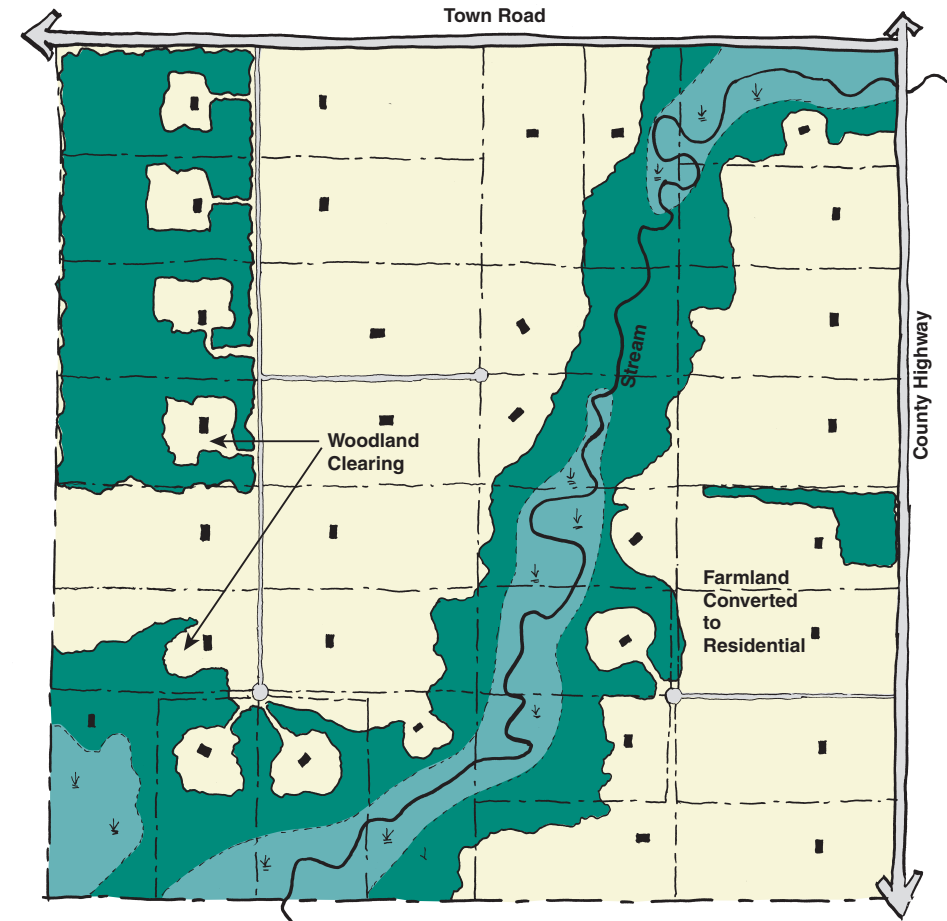


Conventional Development

- ◆ 32 homes
- ◆ Average lot size of 5 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining

Conservation Development

- ◆ 32 homes
- ◆ Average lot size of 1.8 acres
- ◆ About 58 acres developed
- ◆ About 102 acres remaining

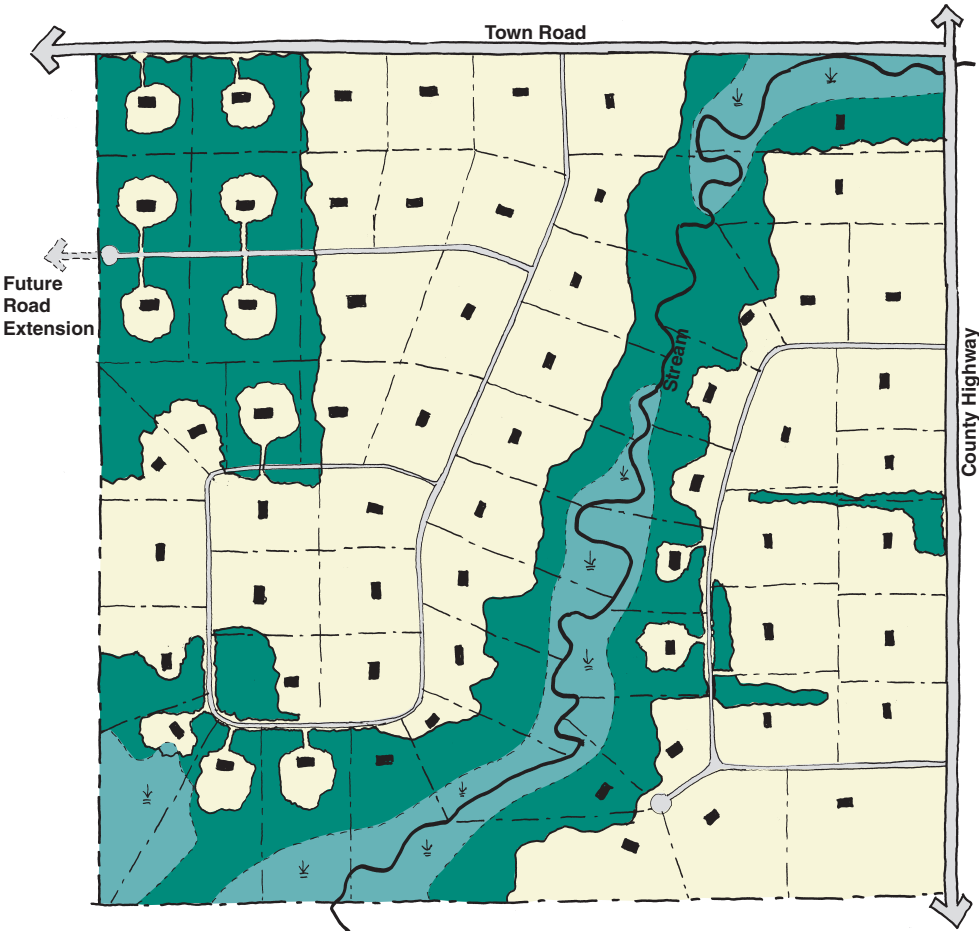
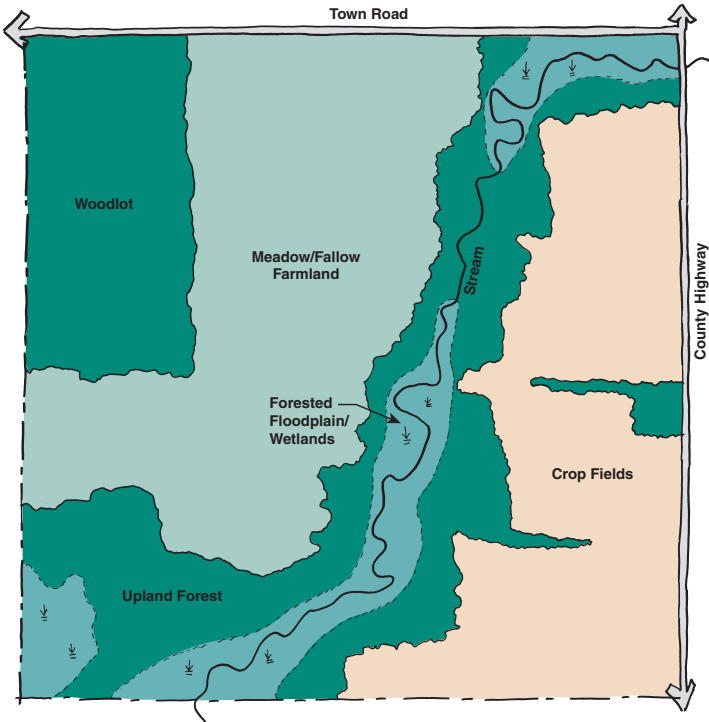


Waupaca County Comprehensive Planning

Rural Land Development Potential

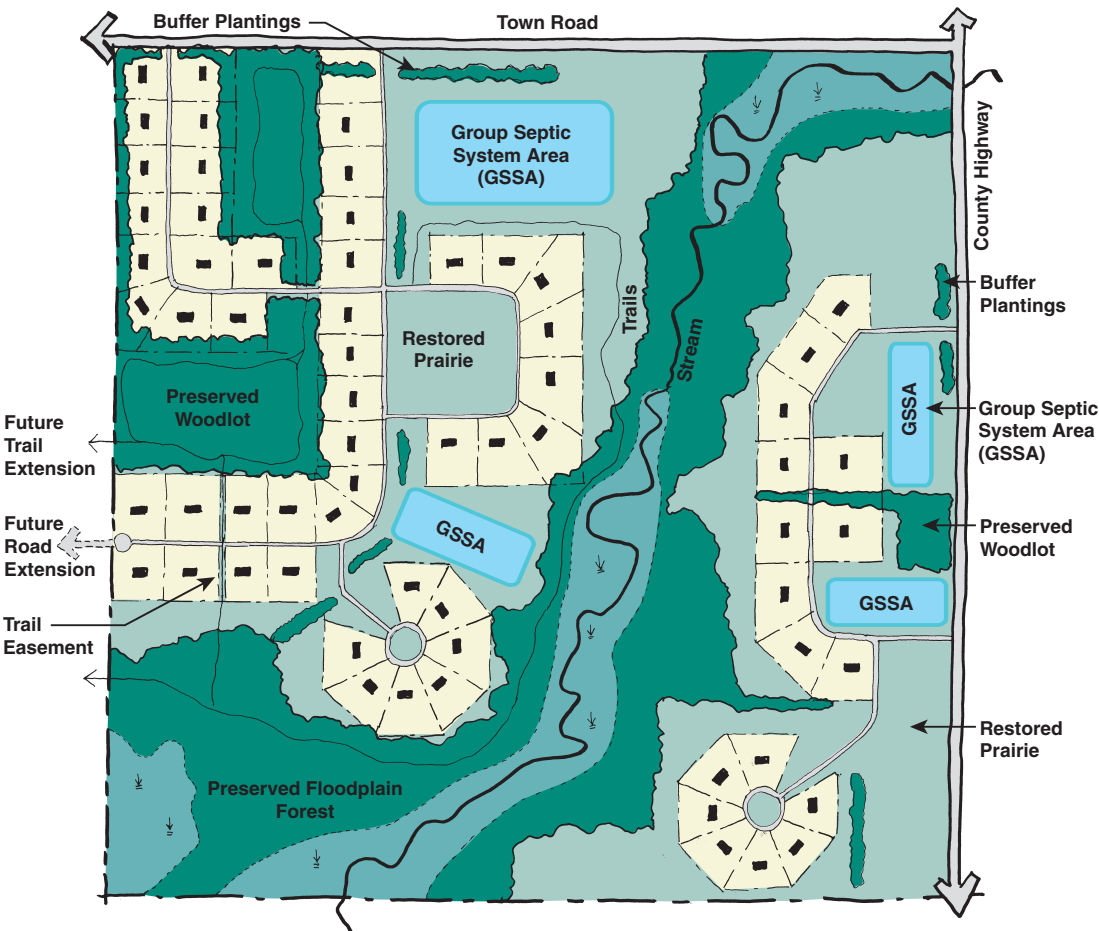
Density Scenario = 1 Unit Per 2.5 Acres

◆ Undeveloped Site – 160 Acres



Conventional Development

- ◆ 64 homes
- ◆ Average lot size of 2.5 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining



Conservation Development

- ◆ 64 homes
- ◆ Average lot size of .75 acres (or 33,000 sq. ft.)
- ◆ About 48 acres developed
- ◆ About 112 acres remaining

This page intentionally left blank.

Appendix B

Public Participation Plan and Survey Results

This page intentionally left blank.

copy

Resolution No. 2-04

A Resolution by the Governing Body of the Town/Village/City of Bear Creek
amending the Public Participation and Education Plan

WHEREAS, The Town/Village/City of Bear Creek is participating in the Waupaca County Comprehensive Planning effort as defined in Section 66.1001 of the Wisconsin Statutes (Wisconsin's Comprehensive Planning Law) and has adopted a Public Participation and Education Plan as defined in Section 66.1001(4)(a) of the Wisconsin Statutes; and

WHEREAS, on May 7, 2004, Wisconsin Act 307 took effect and amended the Comprehensive Planning Law to require communities to include provisions within their public participation plan to "*distribute proposed, alternative or amended elements of a comprehensive plan*" to non-metallic mining interests, and to provide written notification to those interests at least 30 days prior to the community's hearing to adopt the comprehensive plan.

NOW, THEREFORE, BE IT RESOLVED, that the Town/Village/City of Bear Creek will: (1) send a letter to non-metallic mining interests that requests their involvement throughout the planning process, (2) distribute a draft copy of the proposed comprehensive plan via electronic format (i.e., internet or compact disc) prior to final consideration, and (3) provide written notification to those interests at least 30 days prior to the public hearing to adopt the comprehensive plan.

ADOPTED this 13 day of Dec., 20004

APPROVED by a vote of 3 ayes 0 nays


(Chair/President/Mayor)


Attest

Resolution No. 1-04

**A Resolution by the Governing Body of
the Town/Village/City of Bear Creek
Adopting a Public Participation and Education Plan**

WHEREAS, The Town/Village/City of Bear Creek is participating in the Waupaca County comprehensive planning process to develop a comprehensive plan as defined in section 66.1001 of the Wisconsin Statutes to guide community actions and to promote more informed decision making regarding land use and related issues; and

WHEREAS, Section 66.1001(4)(a) of the Wisconsin Statutes specifies that local governments preparing a comprehensive plan must adopt written procedures that are "*Designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan;*" and

WHEREAS, These written procedures must also: "*Provide for wide distribution of proposed, alternative, and amended elements of a comprehensive plan, and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments;*" and

NOW, THEREFORE, BE IT RESOLVED, that the attached Public Participation and Education Plan is adopted by the Town/Village/City of Bear Creek to foster public participation throughout the comprehensive planning process consistent with the spirit and intent of section 66.1001(4)(a) of the Wisconsin Statutes.

ADOPTED this 12 day of July, 2004.

APPROVED by a vote of: 3 ayes 0 nays


(Chair/President/Mayor of local governing body)


Attest

TOWN OF BEAR CREEK

Comprehensive Plan Public Participation and Education Plan

Adopted by the TOWN OF BEAR CREEK

7/12/04

Acknowledgements

In accordance with State law, the TOWN OF BEAR CREEK AND THE PLANNING COMMITTEE worked during 2004 to learn about and incorporate the principles of a strong public participation and education effort into this document. The citizens who put their time and energy into developing a strong plan to involved the public include:

LLOYD MARES
SUSAN SORENSON
RICHARD ROHAN
SUSAN FINKEL
PENNY LEDER
SHELLEY REITER
DOUG BEHNKE
DENNIS PINNO
TIM NEELY
JIM CLINTON
RHONDA SCHERTZ
ELOISE RASCHKE

Table of Contents

	Page
I. Background	
A. Introduction	3
B. Wisconsin's Comprehensive Planning Law	4
C. Public Participation Required in the Law	4
D. Waupaca County Comprehensive Planning	4
II. The Public Participation Process	
A. The Four Dimensions of Public Participation	6
<i>Figure 1. 4-Dimensions of the Public</i>	6
1. The Process Dimension	7
2. The Stakeholder Dimension	7
<i>Table 1. Stakeholder Analysis</i>	7
3. The Purpose Dimension	9
<i>Figure 2. Public Participation Continuum</i>	9
4. The Tools Dimension	10
III. Public Participation in the Waupaca County Comprehensive Planning Process	11
A. Awareness Raising Tools	11
B. Public Participation Tools by Planning Stage	12

Appendix

1. Brief Summary of Waupaca County Planning Process Public Participation Tools
2. Waupaca County Comprehensive Plan Recommended Cluster Meeting Schedule
3. Waupaca County Comprehensive Plan recommended Project Schedule

TOWN OF BEAR CREEK Comprehensive Plan:

Public Participation and Education Plan

I. Background

A. Introduction

The concept of citizen participation is a fundamental principle of American democracy. In our system of governance, our representative leaders promise that we are a government "of the people, by the people, for the people". This promise can be fulfilled to the extent that two actions occur. First, appointed and elected leaders must fulfill the responsibilities of informing, being informed by, and interacting with the public. Second, the public must reciprocate by learning from, teaching, and providing opinions to the leaders.

Failure to fulfill any of these responsibilities results in the lack of a fully effective representative democracy. At best, governments become less "governments for the people and by the people", and more "service providers" for "taxpayers" (Hinds, 2001). At worst, governments become providers for the few token citizens that voice an opinion regardless of whether or not it is a majority one.

Waupaca County and the TOWN OF BEAR CREEK fully believe in and are committed to the promise of a representative democracy. To that end, the BEAR CREEK TOWN BOARD pledges to the citizenry that it will inform, be informed by, and interact with the public throughout the comprehensive planning process. Furthermore, these leaders will actively work to provide and promote broad-based and continuous opportunities for public participation throughout the process so that they can learn from, teach, and hear opinions from the citizenry.

The Waupaca County planning process, which was adopted during the September 2003 County Board Meeting, offers multiple opportunities for the elected and appointed leaders and citizenry to become engaged. This Public Participation and Education Plan outlines those opportunities and expands on them in order to develop an atmosphere that will result in a grassroots, bottom up, citizen driven comprehensive plan.

B. Wisconsin's Comprehensive Planning Law

Wisconsin's Comprehensive Planning Law was adopted in October 1999. The law is a culmination of work by a unique coalition of groups representing various interests, including realtors, builders, and environmentalists. The law provides a framework for local community comprehensive planning and defines the components of a comprehensive plan. The definition provides communities with some guidance for local efforts and includes nine elements: 1) issues and opportunities; 2) housing; 3) transportation; 4) utilities and community facilities; 5) agricultural, natural, and cultural resources; 6) economic development; 7) intergovernmental cooperation; 8) land use; and 9) implementation. The original law required that after January 1, 2010, local government actions that impact land use must be consistent with the comprehensive plan. An amendment to the law contained in Assembly Bill 608 and signed into law by Governor Doyle in April 2004 clarified "actions that impact land use" by defining them as zoning, subdivision, and official mapping.

C. Public Participation Required in the Law

In order to promote the promise of democracy, the Comprehensive Planning Law requires communities to foster public participation.

Wisconsin Statutes, Section 66.1001(4)(a)...

"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body to respond to such comments."

D. Waupaca County Comprehensive Planning

In October 2000, the Chairman of the Waupaca County Board appointed the Smart Growth Advisory Committee to study whether or not Waupaca County and its municipalities should engage in comprehensive planning. The Committee returned an affirmative answer and in September 2001, the Waupaca County Board of Supervisors approved developing a comprehensive plan contingent upon receiving State grant funding. During this time period, 33

of 34 municipalities entered into contract with Waupaca County to complete comprehensive plans, thus creating a team of communities that will collectively work toward the development of one county and 33 individual community comprehensive plans. In July 2002, the Smart Growth Advisory Committee selected Foth and Van Dyke as the project consultant. In November 2002, a grant application was submitted to the state and a grant was received the following February. During the ensuing months, representatives from each community, referred to as the Core Planning Committee, worked to develop and recommend a planning process to the County Board that fit their needs. The County Board approved the process and contracts with Foth and Van Dyke and the Waupaca County Economic Development Corporation (which will manage the project at the county level) in September 2003.

During the development and following the approval of the planning process, a committee of five community representatives from across the county, referred to as the Public Participation and Education Subcommittee, worked to learn about public participation and develop the Waupaca County Public Participation and Education Plan. These committee members included: Ray Arndt, Town of Dupont; Helene Pohl, Town of St. Lawrence; Terry Murphy, Village of Iola; Don Fabricius, Town of Farmington; Tom Wilson, Town of Farmington (who replaced Don Fabricius), and Dick Eiberger, Town of Fremont. The Waupaca County Public Participation and Education Plan was adopted by the County Board on March 16, 2004, and includes parts I., II., III. A., III B., and Appendices 1., 2., and 3. of this document.

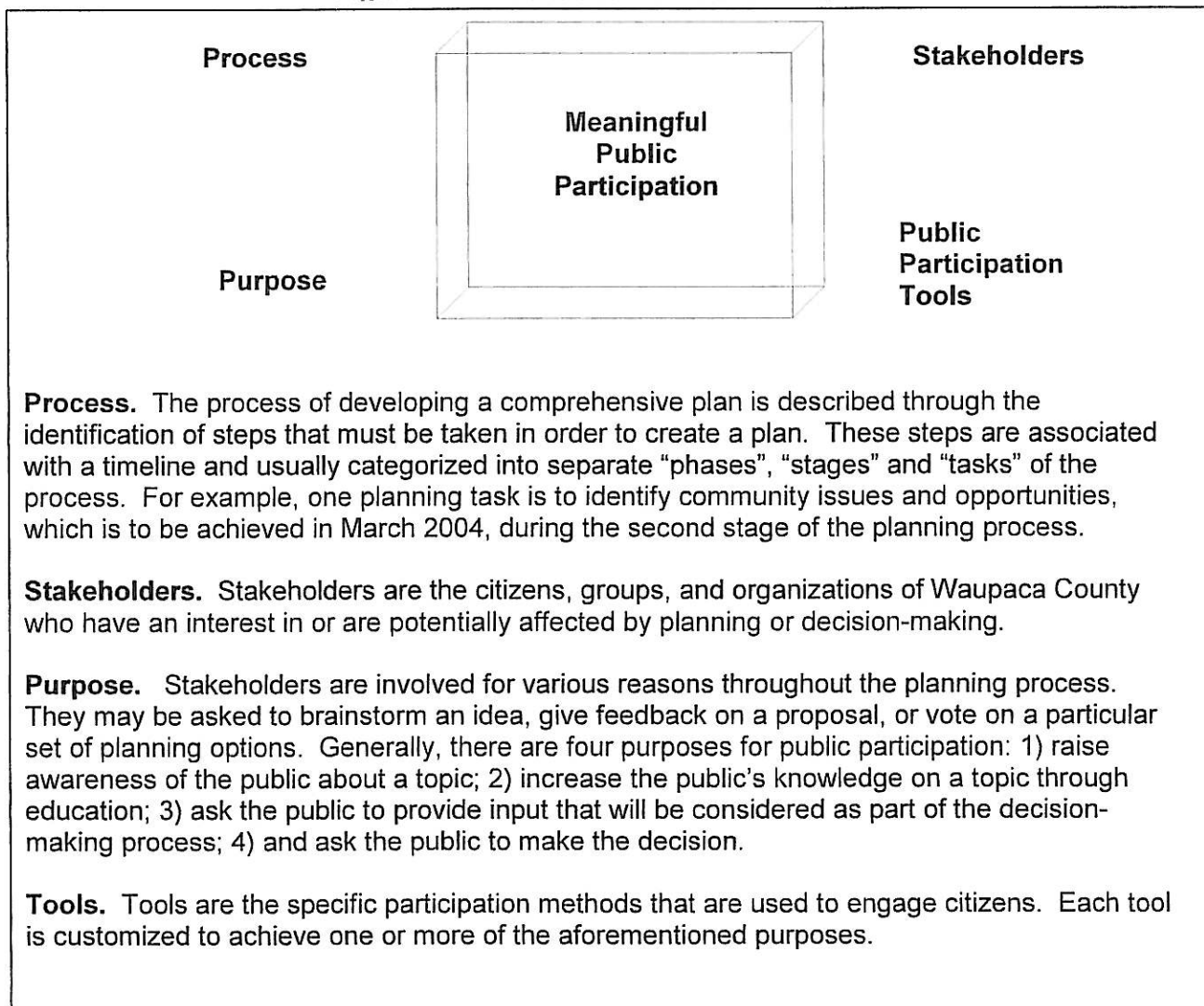
TOWN OF BEAR CREEK has reviewed the Waupaca County Public Participation and Education Plan and feels that the public participation tools that will be implemented throughout Waupaca County per the guidance provided in the document effectively attempt to include the public in the planning process. The TOWN OF BEAR CREEK will post all public meetings in addition to supporting the public participation tools that will be implemented as part of the County Public Participation and Education Plan.

II. The Public Participation Process

A. The 4 Dimensions of Public Participation

Public participation efforts that successfully engage the citizenry and link their involvement to decision-making focus on effectively coordinating the four dimensions of public participation. The four dimensions include: 1) the planning process; 2) stakeholders; 3) purpose; and 4) tools. Simply, during any given stage in (1) the planning process, a certain set of (2) stakeholders will be engaged for a certain (3) purpose using specific types of (4) public participation tools (Figure 1).

Figure 1. 4-Dimensions of Public Participation



1. The Process Dimension

The Waupaca County Comprehensive Planning Process is separated into 8 stages. Certain tasks are associated with each of these stages. These stages include: 1) Pre-planning; 2) Education and Background Information Gathering; 3) Identification of Issues, Opportunities, and Desires; 4) Element Education and Setting Goals and Measurable Objectives; 5) Constraints Identification; 6) Land Use Goals, Objectives, and Mapping; 7) Decision-Making and Policy and Program Development; and 8) Document Revision and Approval. The tasks associated with these stages are outlined in **Appendix 1**. A timeline that identifies specific meetings is included in **Appendix 2**.

2. The Stakeholder Dimension

All citizens, groups, landowners, organizations, parties, etc. who have an interest in or are potentially affected by comprehensive planning are stakeholders in the comprehensive planning process. The Public Participation and Education Subcommittee conducted a stakeholder analysis in order to identify key stakeholders who should be actively invited to participate in the process. **Table 1** lists these stakeholders and will provide guidance to the committee and local communities as they attempt to engage the public.

Table 1. Stakeholder Analysis

Housing Element

- 1) Developers
- 2) Building Contractors
- 3) Realtors
- 4) Residents in Low Income – Moderate Income Housing
- 5) Residents in Retirement Homes – Seniors
- 6) Residents in Manufactured Housing
- 7) CAP Services
- 8) Renters
- 9) Homeowners
- 10) Condo Owners

Cultural / Historical Preservation Element

- 1) Area Historical Societies
 - a) Waupaca
 - b) Marion
 - c) Iola
- 2) Public Libraries
- 3) Winchester Academy

Table 1. Stakeholder Analysis (continued)

Agriculture Element

- 1) Farm Bureau
- 2) Large Landowners / Lessees
- 3) Landowners
- 4) Farmers
 - a) Dairy
 - b) Beef
 - c) Orchards
 - d) Cash Crop
 - e) Elk
 - f) Truck
 - g) Young – Old
 - h) Family – Ag Business
- 5) Horse Owners – Any Horse Organizations
- 6) Land Trusts

Natural Resources Element

- 1) Environmental Groups (such as)
 - a. Hook & Gun Clubs (Conservation Clubs)
 - b. Lake Districts
 - c. Land Trusts (Northeast Wisconsin)
- 2) Department of Natural Resources
- 3) County Waste/Recycling
- 4) Anti-DNR/Private Property Rights Groups
- 5) Non-metallic Mining Interests
- 6) Snowmobile Clubs
- 7) County Land Conservation Department
- 8) Parks Departments

Transportation

- 1) Department of Transportation
- 2) Public Works Departments
- 3) Airport
- 4) Cab/Bus Companies
- 5) School Districts (school buses)
- 6) Bicycle/ Walking Trail Enthusiasts
- 7) Snowmobile Clubs
- 8) County Highway Department
- 9) Parks Departments

Utilities / Community Facilities Element

- 1) Sewer & Water Districts
- 2) Public Works Departments
- 3) Industries
- 4) Utility Companies
- 5) Emergency Government
- 6) Fire Departments
- 7) Ambulance
- 8) Sheriff Police
- 9) Cell Tower/Telecommunication Interests
- 10) Parks Departments

Table 1. Stakeholder Analysis (continued)

Economic Development Element

- 1) Commercial – Retail - Tourism
- 2) Industrial/Manufacturing – Large - Small
- 3) Chambers of Commerce
- 4) Department of Transportation
- 5) Lumber Companies
- 6) Airport
- 7) Golf Courses

General

- 1) School Districts – Administration
- 2) Youth
- 3) Retirees - Seniors
- 4) Service Clubs (e.g., Rotary, Kiwanis, Lions)
- 5) Religious Groups
- 6) Different Income Levels

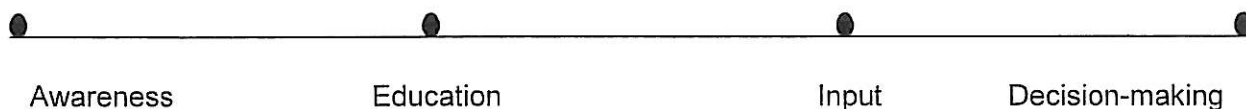
3. The Purpose Dimension

The ultimate purpose for involving citizens in planning is to fulfill the promise of developing a community that is “of the people, by the people, and for the people” by making decisions that best address their needs and concerns. In order to learn from, teach, and receive opinions of the public, elected and appointed officials attempt to involve citizens in four basic ways:

- a. Raise public **awareness** of the planning project and related planning issues
- b. **Educate** the public about these issues so that an informed opinion can be given
- c. Gather **input** from the public regarding their opinions
- d. Engage the public in **decision-making**

These methods can be conceptualized in a hierarchy or continuum (**Figure 2.**), which is explained further below.

Figure 2. Public Participation Continuum



Awareness

Awareness raising efforts are intended to inform and update the public about the planning effort. Building awareness must occur prior to citizens providing input. Simply, the public must first know about a meeting before they can attend. Effective awareness tools not only state the 'when,' 'where,' and 'what' of the event, but also stimulate citizen interest.

Education

Education efforts are intended to increase the public's capacity to provide informed input and make informed decisions. Input can certainly be given and decisions made absent education, but they would be characterized as uninformed. Just as a general prefers to have his or her soldiers properly equipped and trained for battle, community leaders prefer to receive informed input and have knowledgeable decisions made.

Input

Input efforts are intended to help decision-makers learn more about the community and also better understand what citizens value, believe in, or desire. Gathering public input helps them create planning products or make decisions that reflect the existing situation of the community as well as citizen ideals.

Decision-making

Decision-making is the highest level of public participation. Decision-making authority is placed in the hands of the citizens through the use of tools like planning committees or commissions.

4. The Tools Dimension

Public participation tools, like other planning tools, help achieve planning tasks. Some planning tasks rely upon non-participatory tools. For example, population and housing projections are used to analyze demographic trends. Other planning tasks can only be accomplished with the assistance of the public; therefore, the achievement of these tasks is reliant upon the use of tools that engage the public. Public participation tools that have been chosen for the TOWN OF BEAR CREEK Comprehensive Planning Process are discussed in Section III.

III. Public Participation in the Waupaca County Comprehensive Planning Process

This section of the Public Participation and Education Plan is divided into twoparts. Part A describes the tools that will be used to raise awareness county-wide throughout the planning process. Part B describes tools that will be used to educate, gather input, and involve citizens in decision-making county-wide during each distinct stage in the process.

A. Awareness Raising Tools

Newsletters

A newsletter will be used to update the public on recent progress in the planning process and inform them of upcoming events. It is both an awareness and educational tool. It will be published roughly 4 times per year, thus making it possible to have an issue provided between every major stage of the planning process. The newsletter will be sent to all local elected officials, planning committee members, and appointed officials involved in the process. Hard copies will be provided at the libraries and courthouse. Communities can choose to send to additional citizens at their expense. Periodic planning updates can also appear in existing newsletters already in circulation within the community (e.g., school district newsletter, nonprofit groups, etc.)

Community Display

A display that highlights major milestones in the planning process will be located in local libraries and the courthouse.

Website

A comprehensive planning website will be continuously updated and used as a site to post planning documents, maps and other pertinent information. A calendar will also be used to post upcoming opportunities for involvement.

Placemats

Placemats will be given away free to area restaurants. They could be updated several times throughout the process to reflect new planning information.

Yardsticks

The committee will investigate the use of yardsticks as an awareness tool.

Mass Media

Media outlets, such as, radio, newspapers, and buyer's guides will be used to the greatest extent possible. Additionally, the editor from each local newspaper will be asked to become a non-voting member of a cluster committee.

Public Notice and Comment

All meetings in the planning process are open to the public and public input is encouraged. Notice of all meetings will be legally posted. A portion of each agenda will be appropriated for public comment.

B. Public Participation Tools by Planning Stage

Stage 1: Pre-planning

Tasks to be Achieved:

- ✓ raise public awareness about planning
- ✓ educate citizens about planning
- ✓ citizen representatives develop planning process
- ✓ citizen representatives negotiate consultant contract and project budget
- ✓ citizen representatives establish ground rules and responsibilities
- ✓ citizen representatives create public participation and education plans

Tools to be Used:

County Board (used for decision-making)

As of the writing of this document, the County Board had already approved comprehensive planning contingent upon receiving a grant, approved contracts with Foth and Van Dyke and the Waupaca County Economic Development Corporation, and approved the planning process. The County Board is also responsible for adopting a Public Participation and Education Plan.

Core Planning Committee (CPC) (used for input gathering and decision-making)

The Core Planning Committee is responsible for developing the County Comprehensive Plan. As of the writing of this document, each local governmental unit had already appointed a representative to the Core Planning Committee. The County Board Chair appointed two members from the County Board. The CPC has already:

- ✓ recommended a contract inclusive of an agreed upon planning process.
- ✓ appointed the Public Participation and Education and Management Subcommittees.

During this stage the Core Planning Committee is also responsible for:

- ✓ approving the planning process Ground Rules and Responsibilities.
- ✓ recommending a County Public Participation and Education Plan to the County Board.

Management Subcommittee of the Core Planning Committee (used for input gathering and decision-making)

The Management Subcommittee is comprised of one representative from each Cluster and was appointed by the CPC. During this stage the Management Subcommittee has already:

- ✓ recommended a contract inclusive of an agreed upon planning process to the CPC.
- ✓ recommended planning process Ground Rules and Responsibilities to CPC.

Public Participation and Education Subcommittee of the Core Planning Committee (used for input gathering and decision-making)

The Public Participation and Education Subcommittee (PPE) is comprised of one representative from each Cluster and was appointed by the CPC. During this stage the PPE is responsible for:

- ✓ recommending a Public Participation and Education Plan to the CPC.

Local Governmental Units (used for decision-making)

As of the writing of this document, local governmental units had already adopted resolutions, thereby entering into contract with Waupaca County, to complete a comprehensive plan for the County and each municipality and appointed a CPC member. During this stage in the process they are also responsible for:

- ✓ adopting Village Powers (if applicable).

Stage 2: Education and Background Information Gathering

Tasks to be Achieved:

- ✓ raise awareness about planning process
- ✓ educate citizens and local plan commissions
- ✓ local governments form local plan commissions or committees or both
- ✓ citizen experts field check data

Tools to be Used:

Local Governmental Units (used for decision-making)

During this stage, local governmental units are responsible for:

- ✓ appointing a plan commission or committee or both.
- ✓ adopting a local Public Participation and Education Plan.
- ✓ working with county interns to field check and update the existing land use data.
- ✓ appointing 3 members to the Cluster Committee.

Formation of Cluster Committees *(used for input gathering and decision making)*

Clusters are groups of communities in 5 regions of Waupaca County that will meet on the same evening in the same location in order to expedite and increase coordination of the planning process. Each Cluster Committee is comprised of 3 representatives from each local unit of government in the cluster. The Cluster Committee is the placeholder for education and discussion of intergovernmental cooperation.

Plan Commission Workshops and other Educational Efforts/Counseling *(used for awareness and education)*

Two Plan Commission workshops, individual community education programs on planning fundamentals and the Waupaca County process, and individualized counseling will be used to increase the public's capacity.

Kickoff Cluster Informational Meeting *(see Cluster Informational Meeting #1 in Appendix 2 for more detail) (used for awareness, education, and input gathering)*

A kickoff cluster informational meeting will be held in each cluster to increase awareness and understanding of the process. The citizens at the meeting will select a Chair and Vice-Chair.

Stage 3: Identification of issues, opportunities and desires

Tasks to be Achieved:

- ✓ identify community issues and opportunities
- ✓ develop planning slogan

Tools to be Used:

Slogan Contest *(used for awareness raising and education)*

Local youth will be invited to participate in a contest to develop a slogan for the Waupaca County planning process. First place: \$125 and use of slogan. Second place: \$50. Third place: \$25. The slogan contest will occur in Fall, 2004.

Survey (used for input gathering)

A survey will be used to identify citizen opinions regarding issues, opportunities, desires, and goals.

Focus Groups (used for input gathering)

5 focus groups will be used to identify "expert-based" issues, opportunities and desires related to the planning elements.

Cluster Workshop #2 (see Appendix 3 for more detail on each workshop) (used for awareness raising and input gathering)

Cluster Workshops will be used to identify citizen based issues, opportunities, and desires.

Core Planning Committee (used for input gathering and decision-making)

The CPC will finalize the issues, opportunities, and desires for the County Comprehensive Plan.

Local Committees/Commissions (used for input gathering and decision-making)

Local committees/commissions will finalize local issues, opportunities, and desires statements.

Stage 4: Element Education and Setting Goals and Measurable Objectives

Tasks to be Achieved:

- ✓ education related to each element
- ✓ develop goals and measurable objectives related to planning elements

Tools to be Used:

Education Programs (used for education)

Education programs will be held during cluster meetings to increase knowledge of planning related topics as they pertain to the elements.

Local Committees/Commissions (used for input gathering and decision-making)

Local committees/commissions will develop goals and measurable objectives for each of the planning elements during three separate cluster workshops (#3, #5, and #7). Three other cluster workshops will be used to share draft goals and objectives with the public and receive feedback (#4, #6, and #8)

Stage 5: Constraints Identification

Tasks to be Achieved:

- ✓ develop, review, and prioritize potential development/land use constraints
- ✓ develop future land use categories that will be applied to a map

Tools to be Used:

Education Programs (used for education)

Education programs will be held during focus group, CPC, and cluster informational meetings (#9) to increase understanding of constraints identification.

Focus Groups (used for input gathering)

Focus groups will be held to identify "expert-based" constraints, which will be used as a foundation for a discussion.

Core Planning Committee (used for decision-making)

The CPC will choose constraints for the County Comprehensive Plan.

Cluster Committees (used for decision-making)

The Cluster Committees (meetings #9, #10, #11) will choose constraints for each cluster and select future land use categories. During Cluster Informational Workshop #12, the public will be actively invited to give feedback on land use goals, objectives, and future categories.

Newspaper Flyer (used for awareness)

Distribute County constraints map and necessary narrative in the local and county newspaper.

Stage 6: Land Use Goals, Objectives, and Mapping

Tasks to be Achieved:

- ✓ review and finalize future land use categories
- ✓ review and finalize land use goals and objectives
- ✓ review and finalize future land use map

Tools to be Used:

Core Planning Committee (used for input gathering and decision-making)

The CPC will finalize future land use categories, land use goals and objectives, and the future land use map for the County Comprehensive Plan.

Local Committees/Commissions (used for input gathering and decision-making)

The Local Committees/Commissions will finalize future land use categories, land use goals and objectives, and the future land use map for the local plans during Cluster Workshops (#13, #14, #15).

Stage 7: Decision-making and Policy and Program Development

Tasks to be Achieved:

- ✓ Recommend plan policies, programs, and implementation tools

Tools to be Used:

Local Committees/Commissions (used for input gathering and decision-making)

The Local Committees/Commissions will develop local plan policies, programs, and implementation tool recommendations for the local plans (#13, #14, #15, #16).

Core Planning Committee (used for decision-making)

The Core Planning Committee will develop plan policies, programs, and implementation tool recommendations for the County Comprehensive Plan.

Stage 8: Document Revision and Approval

Tasks to be Achieved:

- ✓ public review and comment on draft plan
- ✓ adopt plans via ordinance

Tools to be Used:

Local Committees/Commissions (decision-making)

The Local Committees/Commissions will recommend final draft of local plan for adoption.

Open House (used for input gathering)

An open house will be to allow for review and written comment on the proposed plan.

Public Hearing (used for input gathering)

A public hearing will be held in each local community to allow for review and comment on the proposed plan.

Local Governmental Units *(used for decision-making)*

The local governing bodies will adopt local plan through an ordinance.

County Planning and Zoning Committee *(used for decision-making)*

The County Planning and Zoning Committee will recommend final draft of County Comprehensive Plan to the County Board.

Public Hearing *(used for input gathering)*

A public hearing will be held in to allow for review and comment on the proposed plan.

County Board *(used for decision-making)*

The County Board will adopt a County Comprehensive Plan through an ordinance.

This page intentionally left blank.

INTRODUCTION

During the 1990s, Waupaca County witnessed 12.4% population growth (6,460), the largest ten-year increase in its history. Housing units increased by 2,367 during the same decade (Census 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify “land use” as the top priority issue in Waupaca County.

A similar situation in many areas of Wisconsin led the legislature to adopt the “Comprehensive Planning Law” in October, 1999. The law encourages communities to manage growth in order to maximize their opportunities and minimize their dilemmas. For communities that want to make decisions related to zoning, subdivision, or official mapping, they must have a plan adopted by January 1, 2010. Currently, Waupaca County and 33 of 34 municipalities are involved in a joint planning process through Spring of 2007.

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including this survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called “clusters”. There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are only a tool to help foster intergovernmental cooperation. Local plans are still 100% in the control of the local decision-makers.

At the County level, the Core Planning Committee, which includes one representative from each participating local unit of government and two representatives from the County Board, will develop the County Plan. The Core Planning Committee will make a recommendation to the County Zoning Committee and they in turn to the County Board. The County Board is responsible for adopting the County Plan through an ordinance. In the end, each town, city, village, and the county will develop their own plan.

The results of this survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.



SURVEY BACKGROUND

The new law also requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: 1) expand local community input in the planning process, and 2) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was funded by a local Farm Technology Days Grant, Land and Water Conservation Department, and UW-Extension Central District Innovative Grant.

SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. It was mailed in March, 2004 to approximately half (10,575) of Waupaca County landowners who were chosen from a list generated from the tax roll. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

Despite this scientific approach, several limitations must be considered when analyzing the results. First, the survey was of landowners and might not reflect the opinions of the general population. Renters and residents of group quarters (e.g., assisted living facilities, jails, etc.) were not surveyed. According to the 2000 Census, this amounts to 3,546 (16%) housing units. Second, the opinions of absentee landowners who have less than 10 unimproved acres are not included. Finally, survey results are biased toward the older population because fewer young people own property.

SURVEY RESPONSE

Over 4000 (38%) surveys were returned. The high response rate indicates strong interest in comprehensive planning, agriculture, natural resources, and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

Community	Occupied Housing	Surveys Sent	Surveys Returned	Response Rate
Dupont	233	173	72	41.6
Matteson	346	252	84	33.3
Union	291	227	78	34.4
Larrabee	473	333	127	38.1
Bear Creek	279	223	83	37.3
Clintonville (C)	2010	749	233	31.1
Marion (C)	580 (Waup. Co. only)	231	80	34.7
Embarrass (V)	156	71	32	44.9
Northeast Cluster	4368	2258	789	34.9
Waupaca County	19,863	10,575	4,033	38.1%

Using a survey helps communities engage citizens who cannot attend meetings or would otherwise not voice their opinions. Since surveys rarely are sent to everyone in the community and a 100% response rate is never achieved, a statistical "margin of error" and "confidence level" are calculated to determine how accurately the survey results reflect community opinions.

The margin of error is the plus or minus figure (+/-) that is often mentioned in media reports. For example, if survey respondents indicated that 47% of them agree and the margin of error was 4 percentage points, then the community could be "certain" that between 43% and 51% actually agree. For an opinion survey, a margin of error of +/- 5 percentage points or less is desirable.

The confidence level, also measured as a percentage, indicates the likelihood of these results being repeated. For an opinion survey, a 95% confidence level is desirable. Using the example above, a 95% confidence level means that the community could be 95% certain that 43% to 51% of the community agree. In other words, if the survey was sent 100 different times, the results would fall between 43% and 51%, 95 times out of 100. A 95% confidence level was obtained for this survey.

The confidence level and margin of error are based on laws of probability, total population (in this case landowners), and the number of survey respondents. Basically, the larger the population and number of surveys returned, the smaller the margin of error. Consequently, it is difficult for communities with few landowners to achieve a 95% confidence level and a 5 percentage point margin of error. Although several communities in Waupaca County did achieve this threshold, most communities should be cautious using results beyond the Cluster level. All Clusters and the County had very small margins of error (+/-1 to +/-4%). The margins of error for the Northeast Cluster communities are reported below.

	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	NE CLUST.	WAUP. CO.
Margin of Error	+/- 10	+/- 10	+/- 10	+/- 8	+/- 10	+/- 6	+/- 10	+/- 15	+/- 3	+/- 1

HOW TO READ THE REPORT

The following report includes a pie chart summarizing the Cluster data for each question (other than the demographic questions). A narrative description appears next to the pie chart. The narrative includes summary statements for the combined Cluster results followed by statements pertaining to overall County results and demographic comparisons. Individual community results are reported in a table below the pie chart and narrative. Charts and tables for other Clusters and the County are available on the county website (www.co.waupaca.wi.us) by clicking on "Comprehensive Planning".

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

City of Manawa; Village of Ogdensburg; and Towns of Little Wolf, Royalton, and St. Lawrence

NORTHWEST CLUSTER

Villages of Iola, Scandinavia, and Big Falls; Towns of Helvetia, Iola, Scandinavia, Wyoming, and Harrison

SOUTHWEST CLUSTER

City of Waupaca; Towns of Dayton, Lind, Farmington, and Waupaca

NORTHEAST CLUSTER

Cities of Clintonville and Marion; Village of Embarrass; Towns of Dupont, Matteson, Union, Larrabee, and Bear Creek

SOUTHEAST CLUSTER

Cities of New London and Weyauwega; Village of Fremont; Towns of Fremont, Caledonia, Lebanon, and Weyauwega

"Type of residence."

In the Northeast Cluster, most respondents (43%) identified their primary residence as urban/suburban; 24% were rural/non-farm; 23% were rural farm; and 8% were non-resident landowners.

Countywide, nearly 1/2 (48%) were rural (33% rural non-farm; 15% rural farm); 38% were urban/suburban; and 12% non-resident landowners.

Q34	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	1%	0%	2%	1%	4%	5%	0%	2%
Urban / Suburban	4%	7%	8%	13%	4%	88%	86%	84%	43%
Rural Farm	38%	33%	42%	35%	54%	1%	3%	6%	23%
Rural Non-Farm	43%	44%	41%	44%	28%	2%	5%	3%	24%
Not Waupaca Co	15%	14%	9%	7%	13%	5%	1%	6%	8%

"Use of rural residential property."

In the Northeast Cluster, over 1/2 (55%) of all rural residents were farms (27% part-time/hobby farms; 28% full-time farms); 33% stated "other" rural non-farm use; 11% identified recreational use. *"Other" describes rural landowners who do not use their residential property for farming or recreation.*

Countywide, 38% stated "other" rural non-farm; 22% were part-time/hobby farms; 21% indicated recreational use; and 15% were full-time farms.

Q35	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	2%	2%	5%	3%	1%	0%	0%	0%	2%
Full-time farm	34%	20%	31%	24%	35%	14%	0%	33%	28%
Part-time/hobby farm	22%	29%	25%	26%	28%	43%	50%	0%	27%
Recreational	5%	18%	12%	7%	13%	0%	0%	33%	11%
Other	36%	31%	28%	40%	22%	43%	50%	33%	33%

" Total acres owned in Waupaca County."

In the Northeast Cluster, over 1/2 (53%) of respondents own 10 acres or less (23% 1 - 10 acres; 30% less than one acre); 15% own 11 to 40 acres; 11% own 41 to 80 acres; 13% own 81 to 200 acres; and 6% own over 200 acres.

Countywide, 59% own 10 acres or less (32% 1 - 10 acres; 27% less than one acre); 15% own 11 to 40 acres; 10% own 41 to 80 acres; 10% own 81 to 200 acres; and 5% own over 200 acres.

Q33	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	0%	1%	4%	4%	0%	2%
< 1 acre	0%	2%	9%	6%	0%	71%	54%	31%	30%
1- 10 acres	19%	32%	19%	35%	22%	12%	21%	50%	23%
11- 40 acres	22%	23%	17%	22%	27%	4%	10%	6%	15%
41- 80 acres	15%	18%	22%	12%	16%	4%	6%	9%	11%
81- 200 acres	24%	18%	22%	17%	27%	4%	3%	0%	13%
201- 500 acres	18%	6%	12%	7%	4%	0%	3%	3%	5%
> 500 acres	1%	1%	0%	0%	5%	0%	0%	0%	1%

" Age."

In the Northeast Cluster, most respondents (31%) are 65 years and older; 8%, 60 to 64; 12%, 55 to 59; 22%, 45 to 54; 18%, 35 to 44; 7%, 25 to 34; 1%, 20 to 24.

Countywide, over 1/4 of respondents (28%) are 65 years and older; 11%, 60 to 64; 12%, 55 to 59; 24%, 45 to 54; 18%, 35 to 44; 6%, 25 to 34; 1%, 20 to 24.

By comparison, the 2000 population census for Waupaca County included: 17%, 65 years and older; 4%, 60 to 64; 5%, 55 to 59; 14%, 45 to 54; 16%, 35 to 44; 11%, 25 to 34; 5%, 20 to 24. Thus, survey results reflect a larger percentage of the older population and a smaller portion of the younger population.

Q32	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	1%	0%	2%	0%	1%	0%	0%	1%
20 - 24 yrs.	1%	0%	0%	2%	0%	1%	0%	0%	1%
25 - 34 yrs.	4%	5%	9%	4%	11%	8%	5%	9%	7%
35 - 44 yrs.	18%	15%	24%	11%	27%	19%	15%	13%	18%
45 - 54 yrs.	28%	29%	15%	28%	28%	18%	16%	22%	22%
55 - 59 yrs.	21%	10%	15%	13%	12%	6%	19%	13%	12%
60 - 64 yrs.	8%	14%	6%	12%	4%	6%	8%	9%	8%
65 & over	18%	26%	29%	29%	19%	40%	38%	34%	31%

" Years residing in/ visiting Waupaca County."

In the Northeast Cluster, almost 3/4 (74%) of respondents either resided in or visited Waupaca County for over 20 years; 5%, 15 to 20 years; 6%, 11 to 14 years; 10%, 5 to 10 years; 3%, 1 to 4 years; and 1%, less than one year.

Countywide, over 2/3 (68%) of respondents either resided in or visited Waupaca County for over 20 years; 7%, 15 to 20 years; 7%, 11 to 14 years; 10%, 5 to 10 years; 5%, 1 to 4 years; and 1%, less than one year.

Due to the large percentage of respondents residing in or visiting Waupaca County for over 20 years, survey results reflect the opinions of those very familiar with the area.

Q29	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	2%	0%	2%	2%	1%	0%	3%	1%
< 1 years	0%	2%	0%	0%	0%	1%	0%	0%	1%
1-4 years	0%	2%	4%	2%	1%	4%	6%	3%	3%
5-10 years	13%	8%	4%	11%	8%	12%	11%	13%	10%
11-14 years	3%	7%	5%	6%	8%	6%	4%	13%	6%
15-20 years	6%	2%	3%	6%	12%	6%	4%	0%	5%
> 20 years	78%	75%	85%	73%	67%	70%	75%	69%	74%

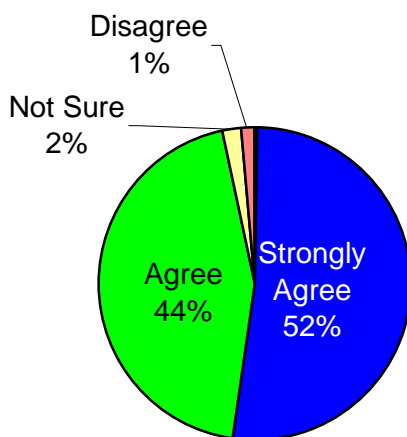
NATURAL RESOURCE VALUES AND DESIRES

Waupaca County is home to many varied natural resources. From the forests and trout streams in the northwest to the Chain O' Lakes in the southwest to the Wolf River in the southeast to the prime farmland that stretches from the south-central area to the northeast corner, Waupaca County's natural resources are abundant. These resources play a significant role in sustaining local communities and attracting new people and business to the area.

If one really stops to think about it, everything we come into contact with – from the air we breathe to the road we drive on – is somehow related to our natural resources. They are critical to almost every aspect of community life. A good supply of quality groundwater is critical to all citizens and a key component of many industries. Forests are not only a portion of the economy in Waupaca County, but they clean our air and water and provide a home to wildlife. Farmland, our most abundant natural resource, is a significant part of our economy. Tourism, which is responsible for \$97 million in economic impact, is heavily dependent upon a quality natural resource base (Department of Tourism, 2004). Finally, natural resources are often cited as a key factor in determining quality of life.

By law, "natural resources" is one of the elements communities must address as part of the comprehensive planning process. As they approach this task, it is important to consider both the natural resource opportunities and dilemmas provided by growth. Citizen opinions identified in this report should help communities accomplish this and, thus aid in the development of the comprehensive plan.

" Protecting natural resources in my community is important to me."

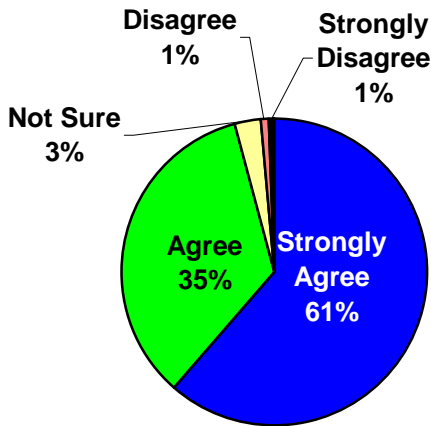


In the Northeast Cluster, protecting natural resources is important to almost all landowners. 96% of respondents agree with more than 1/2 (52%) that strongly agree, while only 1% disagree.

Countywide, 96% agree (57% strongly agree), while only 2% disagree. By type of residence, between 1/2 and 2/3 of most respondents strongly agree (68% recreational; 64% non-county residents; 60% part-time/hobby farms; 56% "other" rural non-farm residences; 54% urban/suburban). Although 94% of full-time farms also agree, only 36% strongly agree.

Q3	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	0%	0%	0%	0%	0%	0%
Strongly Agree	53%	52%	54%	50%	59%	53%	45%	41%	52%
Agree	42%	42%	40%	45%	39%	44%	55%	59%	44%
Not Sure	3%	4%	3%	3%	1%	2%	0%	0%	2%
Disagree	3%	1%	1%	2%	1%	0%	0%	0%	1%
Strongly Disagree	0%	1%	0%	0%	0%	0%	0%	0%	0%

" Protecting lakes, streams, wetlands and groundwater is important to me."

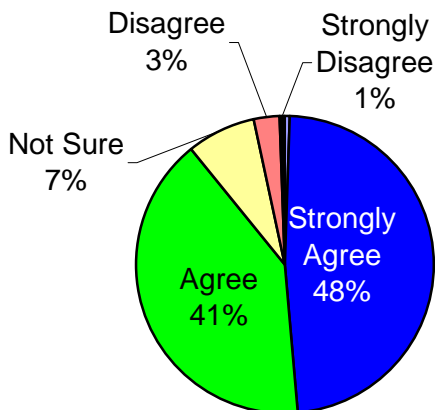


In the Northeast Cluster, protecting water resources is important to almost all landowners. 96% agree with nearly 2/3 (61%) that strongly agree, while only 2% disagree.

Countywide, 97% agree (65% strongly agree), the highest consensus of any survey question, while only 1% disagree. By type of residence, most respondents also strongly agree (72% recreational; 72% non-county resident; 68% part-time/hobby farms; 67% "other" rural non-farms; and 64% urban/suburban residences). And, while an overwhelming number of full-time farms agree (94%), just under 1/2 strongly agree (46%). Furthermore, those who strongly agree decline directly with age (76% under age 35; 57% over age 65).

Q4	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	0%	0%	0%	0%	0%	0%
Strongly Agree	60%	61%	64%	57%	75%	63%	54%	50%	61%
Agree	38%	35%	29%	38%	22%	34%	45%	41%	35%
Not Sure	1%	0%	5%	5%	2%	2%	1%	9%	3%
Disagree	0%	4%	1%	0%	1%	1%	0%	0%	1%
Strongly Disagree	1%	1%	0%	1%	0%	0%	0%	0%	1%

" Protecting wildlife habitat is important to me."

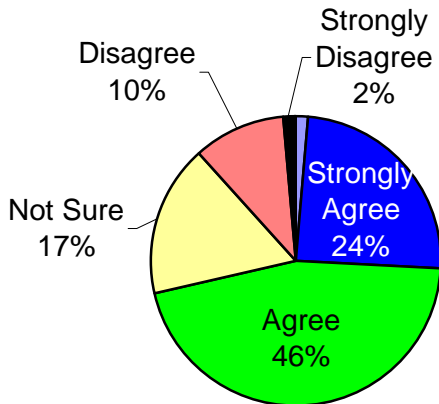


In the Northeast Cluster, 89% of landowners agree that protecting wildlife habitat is important (48% strongly agree), while 4% disagree.

Countywide, 91% agree (53% strongly agree), while only 4% disagree. By type of residence, 1/2 to 2/3 of most respondents strongly agree. 76% of full-time farms also agree but only 27% strongly agree, while 10% disagree. In addition, those who strongly agree decline directly with age (69% under age 35 to 43% age 65 and over).

Q5	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	1%	0%	1%	0%	3%	1%
Strongly Agree	44%	45%	45%	46%	59%	50%	46%	41%	48%
Agree	40%	44%	41%	39%	27%	42%	46%	50%	41%
Not Sure	11%	5%	10%	10%	11%	6%	4%	3%	7%
Disagree	3%	5%	3%	4%	4%	1%	4%	3%	3%
Strongly Disagree	1%	1%	0%	1%	0%	0%	0%	0%	1%

" Strategies should be adopted that protect forested areas from being fragmented into smaller pieces."

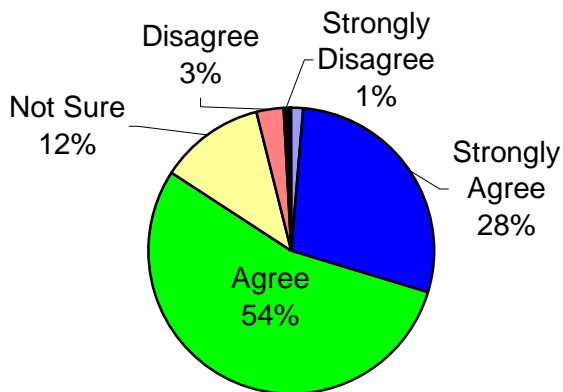


In the Northeast Cluster, nearly 3/4 (70%) of landowners agree that strategies should be adopted to prevent forest fragmentation (24% strongly agree), while 12% disagree. The level of agreement varies between 63% to 77% between communities.

Countywide, 73% agree (30% strongly agree), while 11% disagree. Slightly fewer (62%) full-time farms agree, while 19% disagree. Nearly 1/4 (24%) of landowners that own more than 200 acres disagree. By tenure, those who resided in or visited Waupaca County for less than 10 years and between 15 and 20 years, agree more (78% - 80%).

Q15	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	5%	0%	2%	0%	0%	1%
Strongly Agree	21%	17%	27%	28%	35%	25%	16%	19%	24%
Agree	49%	49%	41%	39%	42%	45%	60%	44%	46%
Not Sure	21%	14%	19%	18%	11%	19%	11%	19%	17%
Disagree	8%	17%	12%	8%	8%	7%	13%	19%	10%
Strongly Disagree	1%	4%	1%	2%	4%	1%	0%	0%	2%

" Strategies should be adopted that decrease the amount of water that runs off from developments into our surface water."



In the Northeast Cluster, most landowners (82%) agree that the amount of water that runs off from development into our surface water should be decreased (28% strongly agree), while 4% disagree.

Countywide, 85% agree (34% strongly agree), while 4% disagree. There were no major differences in demographic variables.

Q18	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	2%	1%	3%	0%	0%	1%
Strongly Agree	19%	21%	29%	30%	25%	37%	23%	16%	28%
Agree	60%	55%	54%	52%	58%	47%	66%	69%	54%
Not Sure	18%	13%	15%	12%	13%	9%	8%	13%	12%
Disagree	3%	6%	1%	3%	2%	3%	4%	3%	3%
Strongly Disagree	0%	5%	0%	1%	0%	0%	0%	0%	1%

AGRICULTURE VALUES AND DESIRES

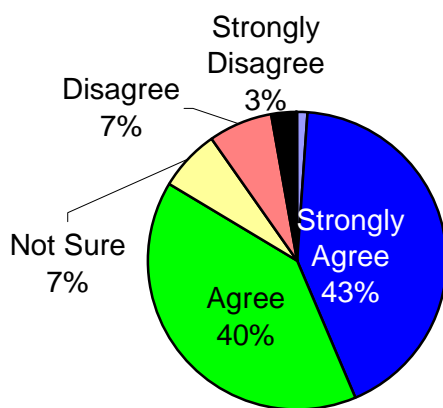
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified farming as their primary (full-time) occupation.

Farmland comprises 51% of the county and is evenly divided between row crops (25%) and legume forages/grassland (26%). The eastern half of Waupaca County has some of the most productive soil in the region and, while the western half has fewer farms and more sandy soil, it also includes 23,000 acres of irrigated cropland.

According to a recent UW-Madison study, agriculture in Waupaca County accounts for 17% (\$438 million dollars) of the total annual economy, 13% (3,563) of the workforce, and 10% (\$110 million) of all income (includes both farms and agribusinesses) (Deller, 2004). Nearly 300 dairy farms and seven processing plants accounted for almost ¾ (74%) of this economic activity. Although dairy farms have declined in Waupaca County from 1997 - 2002 (-22% vs. -26% statewide), cow numbers remain relatively stable (-2% vs. -12% statewide) and total milk production has actually increased (+4% vs. -1% statewide) on fewer, but larger and/or more intensively managed operations. Dairy farms remain most heavily concentrated in the northeast and south-central regions of the county.

Waupaca County's recent population and housing growth occurred mainly in rural areas. Between 1995 and 2002, more than one in five acres (1,326 acres) or 21% of all agricultural land sold (6,334 acres) was converted to non-agricultural use. While growth provides opportunities, a growing rural population, as well as larger and more concentrated farming operations, also create new challenges for natural resources, housing development, economic development, and transportation. Citizen opinions identified in this report should help communities address some of these opportunities and challenges.

" Protecting my community's farmland from development is important to me."

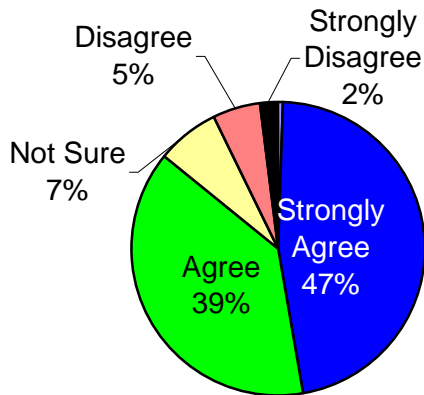


In the Northeast Cluster, over ¾ (83%) of landowners agree that protecting their community's farmland is important (43% strongly agree), while 10% disagree. The level of agreement varies between 75% to 93% between communities.

Countywide, 82% agree (43% strongly agree), while 10% disagree. By type of residence, nearly 1/2 or more of farms strongly agree (54% part-time/hobby farms; 48% full-time farms). However, fewer landowners with more than 200 acres (70% - 71%) agree and more than one in five disagree (21% - 22%). By age, landowners under age 35 agree the most (90%) and more than 1/2 strongly agree (52% - 62%). Although less than 1% of total survey respondents, those who owned land less than one year agree the most (91%) and most strongly (51%).

Q1	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	2%	0%	2%	0%	0%	1%
Strongly Agree	51%	51%	47%	44%	47%	37%	41%	13%	43%
Agree	32%	32%	28%	36%	46%	43%	46%	69%	40%
Not Sure	8%	8%	8%	4%	1%	9%	4%	6%	7%
Disagree	3%	4%	12%	12%	2%	6%	8%	6%	7%
Strongly Disagree	6%	5%	4%	2%	4%	2%	1%	6%	3%

" Protecting the most productive farmland in my community from development is important to me."

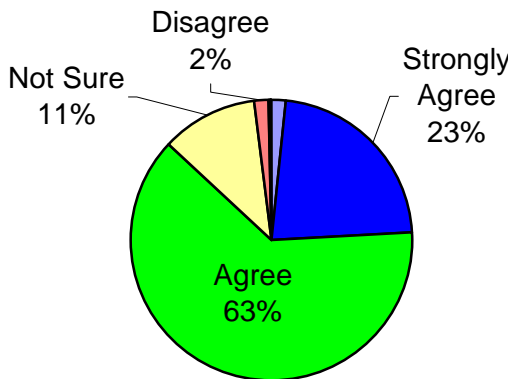


In the Northeast Cluster, even more landowners (86%) agree and almost 1/2 (47%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (7%) disagree. The level of agreement varies between 76% to 94% between communities.

Countywide, a similar result occurs with 85% that agree (48% strongly agree), while 8% disagree. By type of residence, a majority of farms strongly agree (57% part-time/hobby farms; 51% full-time farms). Although 3/4 or more landowners with over 200 acres (75% - 77%) agree, relative to the county results a bit more (15 - 17%) disagree.

Q2	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	0%	1%	0%	0%	1%
Strongly Agree	54%	52%	49%	47%	55%	42%	46%	19%	47%
Agree	33%	30%	27%	34%	39%	44%	44%	66%	39%
Not Sure	6%	11%	6%	9%	2%	7%	6%	3%	7%
Disagree	3%	5%	13%	9%	1%	4%	3%	13%	5%
Strongly Disagree	4%	2%	4%	1%	2%	1%	1%	0%	2%

" Community partners should work to maintain the resources and services required to support a strong agriculture industry."

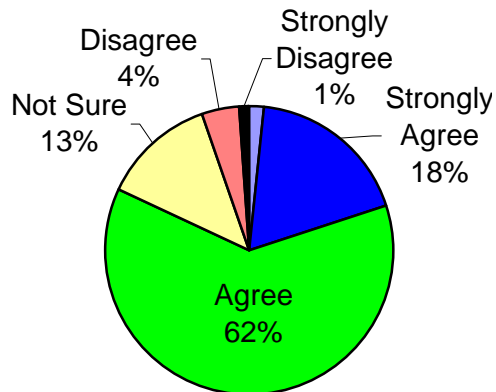


In the Northeast Cluster, over 3/4 (86%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (23% strongly agree), while only 2% disagree. The level of agreement varies between 80% to 97% between communities.

Countywide, 84% agree (22% strongly agree), while 4% disagree. By type of residence, farms strongly agree the most (33% full-time farms; 29% part-time/hobby farms).

Q26	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	2%	0%	3%	1%	3%	2%
Strongly Agree	26%	26%	26%	27%	31%	19%	13%	9%	23%
Agree	71%	56%	55%	63%	57%	61%	76%	72%	63%
Not Sure	3%	15%	13%	6%	8%	15%	10%	16%	11%
Disagree	0%	0%	4%	2%	2%	2%	0%	0%	2%
Strongly Disagree	0%	2%	0%	0%	1%	0%	0%	0%	0%

" Land use strategies should balance residential growth with farmland protection."

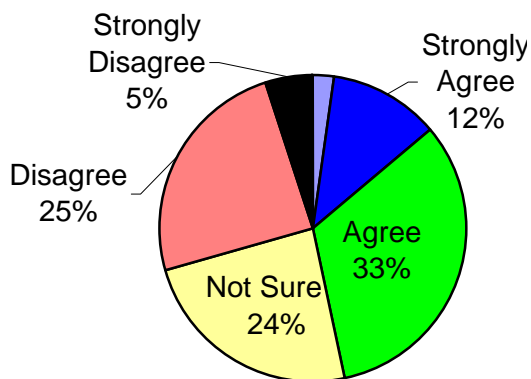


In the Northeast Cluster, over 3/4 (80%) agree that land use strategies should balance residential growth with farmland protection (18% strongly agree), while 5% disagree.

Countywide, 81% agree (21% strongly agree), while 7% disagree. There were no major differences in demographic variables.

Q24	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	6%	1%	2%	0%	3%	2%
Strongly Agree	24%	21%	22%	20%	17%	17%	13%	13%	18%
Agree	51%	55%	60%	60%	69%	63%	74%	59%	62%
Not Sure	17%	12%	14%	11%	10%	13%	13%	16%	13%
Disagree	6%	8%	4%	2%	4%	4%	1%	9%	4%
Strongly Disagree	3%	4%	0%	2%	0%	1%	0%	0%	1%

" Future farm expansion projects should not be allowed near existing homes."

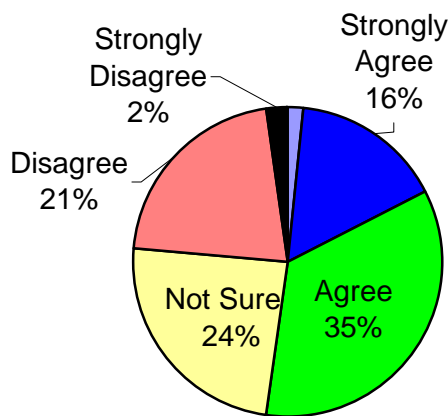


In the Northeast Cluster, almost 1/2 (45%) of landowners agree future farm expansion should not be allowed near existing homes (12% strongly agree), while 30% disagree. Nearly 1/4 are not sure (24%). The Northeast Cluster agrees the most compared to other regions (37% - 42%)

Countywide, landowners are divided (39% agree, 34% disagree), with 24% not sure; however, the Northwest and Northeast Clusters tend to agree a bit more (42% and 45%, respectively). Additionally, "other" rural non-farms and urban/suburban landowners agree the most (42% and 43%, respectively), while farms disagree the most (42% part-time/hobby; 40% full-time). Also, as acres owned increase, more respondents disagree. Landowners with 10 acres or less agree more (39% - 46%), while landowners with over 40 acres disagree (41% - 53%). Landowners with 11 to 40 acres are equally divided.

Q21	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	0%	3%	5%	0%	3%	3%	3%	2%
Strongly Agree	14%	8%	4%	15%	7%	14%	13%	9%	12%
Agree	33%	29%	33%	27%	31%	33%	41%	47%	33%
Not Sure	26%	30%	28%	24%	22%	23%	16%	25%	24%
Disagree	19%	26%	24%	28%	29%	23%	28%	13%	25%
Strongly Disagree	6%	7%	8%	2%	11%	4%	0%	3%	5%

" Future homes should not be allowed near existing farming operations."

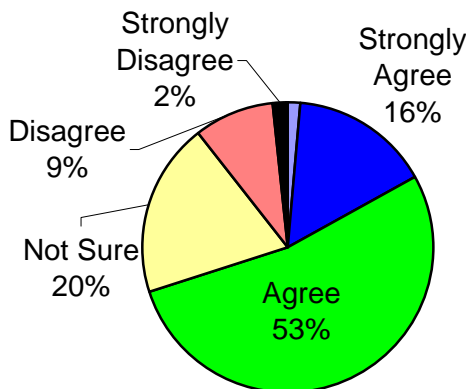


In the Northeast Cluster, over 1/2 (51%) of landowners agree that future homes should not be allowed near existing farming operations (16% strongly agree). However, 23% disagree, with a large percentage that are not sure (24%). Compared to the previous question, there is more agreement to limit future home development near existing farms versus future farm expansion near existing homes.

Countywide, 48% agree (14% strongly agree), while 28% disagree and 22% are not sure. By type of residence, rural landowners agree the most (56% farm, 55% rural non-farm). More than one in five full-time farms strongly agree (22%). Most respondents age 45 and older also agree (45 - 59%), while fewer than 1/3 disagree (16% - 31%). Those under age 45 are equally divided.

Q22	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	1%	1%	2%	1%	2%	0%	6%	2%
Strongly Agree	22%	23%	17%	20%	16%	12%	11%	3%	16%
Agree	32%	33%	32%	31%	33%	36%	41%	41%	35%
Not Sure	25%	15%	24%	25%	27%	26%	23%	28%	24%
Disagree	17%	23%	21%	20%	22%	22%	24%	22%	21%
Strongly Disagree	3%	5%	5%	1%	2%	2%	1%	0%	2%

" Dairy/ livestock farms should be allowed to expand in some areas of Waupaca County."

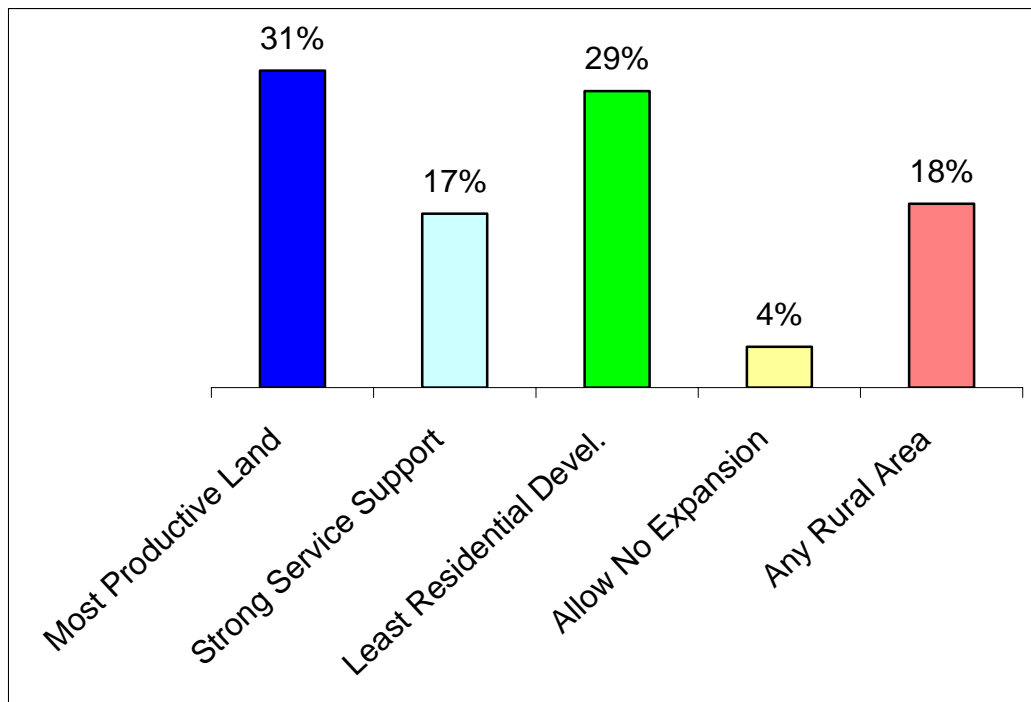


In the Northeast Cluster, over 2/3 (69%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (16% strongly agree), while 11% disagree. The Northeast Cluster agrees the least compared to other regions (72% - 78%). The level of agreement varies between 62% to 78% between communities.

Countywide, nearly 3/4 (74%) of landowners agree (18% strongly agree), while 8% disagree. By type of residence, part-time/hobby farms (80%) and full-time farms (79%) agree the most and most strongly (24% and 26%, respectively). Four in five landowners (82% - 88%) with 200 acres or more agree.

Q19	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	3%	0%	2%	0%	3%	1%
Strongly Agree	17%	15%	21%	10%	27%	15%	14%	6%	16%
Agree	61%	62%	53%	52%	45%	49%	59%	56%	53%
Not Sure	10%	13%	18%	23%	19%	24%	16%	25%	20%
Disagree	11%	7%	9%	9%	7%	9%	10%	9%	9%
Strongly Disagree	1%	2%	0%	3%	2%	1%	1%	0%	2%

" Where should future dairy and livestock expansion occur?"



In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **In the Northeast Cluster**, most landowners (31%) identified that expansion should occur on the most productive land. The second choice most often identified (29%) was to locate expansion in areas with the least amount of residential development. Any rural area ranked third (18%). Areas with strong service support ranked fourth (17%). Only 4% said no expansion should take place. The answers provided by this question should prove extremely useful as communities determine how they will address Wisconsin's new livestock facility siting and expansion law.

Countywide, ranking of these choices did not change by Cluster or within demographic variables.

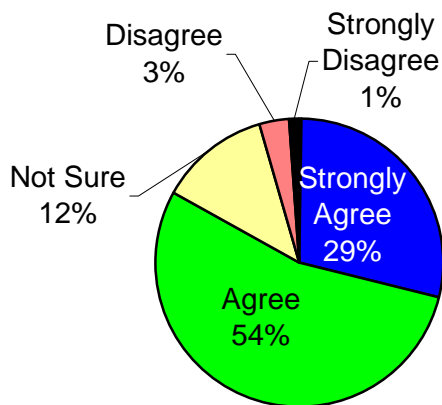
Q20	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Most Productive Land	30%	31%	30%	28%	31%	34%	30%	34%	31%
Strong Service Support	16%	18%	16%	20%	21%	15%	19%	19%	17%
Least Residential Development	30%	30%	26%	32%	24%	29%	32%	30%	29%
Allow No Expansion	8%	2%	6%	4%	5%	3%	3%	4%	4%
Any Rural Area	17%	19%	22%	15%	19%	19%	16%	13%	18%

LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.4% population growth (6,460) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might want to consider as part of the planning process.

" Protecting my community's rural character is important to me."

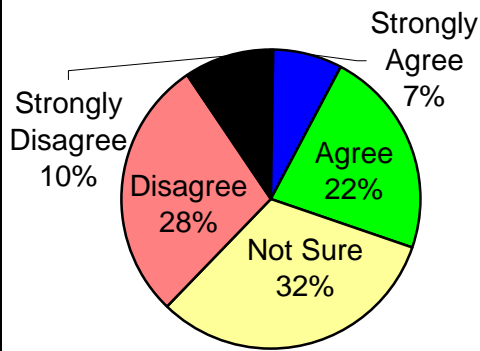


In the Northeast Cluster, over 3/4 (83%) of landowners agree that rural character should be protected in their community (29% strongly agree), while few disagree (4%). The level of agreement varies between 77% to 92% between communities.

Countywide, 85% of landowners agree (35% strongly agree), while 6% disagree and 9% are not sure. The percentage of respondents that agree varies from 83% in the Northeast Cluster to 90% in the Northwest Cluster. By type of residence, rural landowners strongly agree the most (45% part-time/hobby farms; 39% "other" rural non-farm; 38% non-county residents; 33% full-time farms). While 82% of urban/suburban landowners also agree, less than 1/3 (28%) strongly agree.

Q8	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	0%	0%	0%	0%	0%
Strongly Agree	35%	33%	27%	34%	40%	24%	15%	31%	29%
Agree	50%	51%	60%	50%	52%	53%	66%	53%	54%
Not Sure	11%	11%	6%	9%	6%	18%	15%	16%	12%
Disagree	3%	4%	5%	5%	2%	3%	3%	0%	3%
Strongly Disagree	1%	1%	0%	2%	0%	2%	1%	0%	1%

" Having more public land available in my community is important to me."



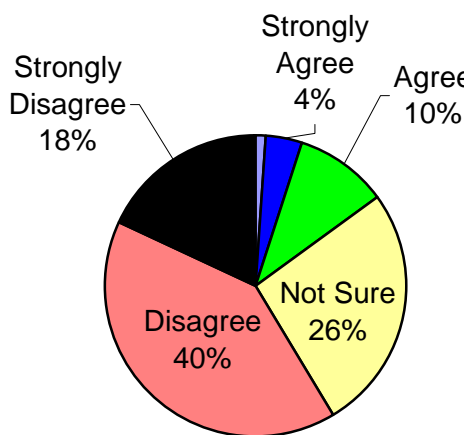
In the Northeast Cluster, landowners are divided regarding the need for more public land in their community. Over 1/3 (38%) disagree, just over 1/4 (29%) agree, and almost 1/3 (32%) are not sure. The level of agreement varies between 12% to 43% between communities.

Countywide, respondents are also divided (37% agree; 34% disagree; 28% not sure). A greater percentage agree in the Southwest (43% agree, 31% disagree) and Southeast (41% agree, 29% disagree), while a greater percentage disagree in the Northeast (29% agree, 38% disagree), Northwest (33% agree, 41% disagree) and Central (32% agree, 38% disagree) Clusters. Some regional difference might be explained by the

fact that nearly 1/2 (45%) of urban/suburban landowners agree, while a majority of all farms (53%) and nearly 2/3 (64%) of full-time farms disagree. In addition, most of those who own less than ten acres (44 - 48%) and those under 55 years old (41 - 45%) also agree. By tenure, a majority of landowners residing in or visiting Waupaca County for less than five years (71%, less than one year; 53% 1 to 4 years) agree and strongly agree the most (31% and 20%, respectively). Most from 5 - 20 years (42% - 44%) also agree, while most (38%) who owned land for more than 20 years disagree. Due to the high number of respondents who have owned land more than 20 years (68%), their response to this question heavily weights the countywide average.

Q9	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	0%	0%	0%	0%	0%
Strongly Agree	4%	6%	5%	3%	6%	10%	14%	13%	7%
Agree	8%	17%	13%	16%	23%	33%	28%	28%	22%
Not Sure	32%	25%	27%	29%	37%	35%	35%	28%	32%
Disagree	29%	38%	36%	42%	27%	18%	20%	31%	28%
Strongly Disagree	26%	14%	18%	10%	7%	3%	4%	0%	10%

" My community should become a 'bedroom' community."

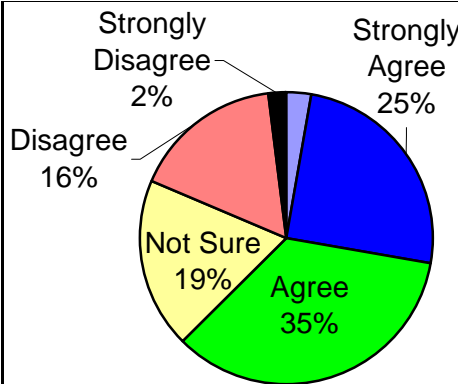


In the Northeast Cluster, over 1/2 (58%) disagree their community should become a bedroom community (live here, work elsewhere) (18% strongly disagree), while only 14% agree. Furthermore, over 1/4 (26%) are not sure.

Countywide, only 13% agree and over 1/2 (55%) disagree (15% strongly disagree), while 31% are not sure. More landowners disagree and strongly disagree with this question than any other question in the survey. By type of residence, urban/suburban landowners (68%) and full-time farms (62%) disagree the most.

Q7	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	2%	2%	1%	0%	1%
Strongly Agree	1%	4%	3%	3%	4%	6%	5%	3%	4%
Agree	7%	8%	14%	6%	16%	8%	15%	19%	10%
Not Sure	32%	39%	31%	19%	33%	21%	23%	31%	26%
Disagree	38%	37%	38%	56%	34%	41%	30%	38%	40%
Strongly Disagree	22%	12%	13%	17%	12%	22%	26%	9%	18%

" I should be allowed to use my property as I see fit."



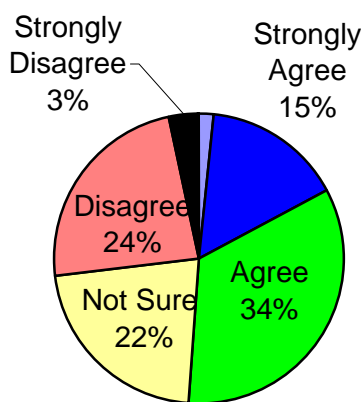
In the Northeast Cluster, over 1/2 (60%) agree that they should be allowed to use their property as they see fit (25% strongly agree), while 18% disagree and 19% are not sure.

Countywide, 59% agree (24% strongly agree) with response varying from 53% in the Southwest Cluster to 67% in the Central Cluster. By type of residence, farms agree the most (72%) and most strongly (37%). A smaller majority of urban/suburban landowners (54%) and non-county residents (52%), also agree. Less than one in ten farms (9%) and one in four urban/suburban landowners (25%) and non-county residents (26%) disagree.

Notably, there is also a direct relationship with acres owned. As acres owned increases, level of agreement also goes up from 1/2 (52%, less than one acre) to 3/4 (75%, over 500 acres). By age, 2/3 or more (65 - 72%) of landowners under age 45 agree, while 29 - 35% strongly agree and only 12 - 17% disagree. Fewer landowners age 45 and older (55% - 57%) agree and more disagree (22% - 25%). By tenure, landowners residing or visiting Waupaca County for less than five years agree a bit less (49% - 52%); those 1 - 4 years disagree more (31%).

Q23	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	3%	0%	1%	6%	1%	3%	3%	3%	3%
Strongly Agree	31%	35%	41%	24%	27%	18%	18%	22%	25%
Agree	33%	33%	29%	36%	36%	39%	31%	25%	35%
Not Sure	22%	14%	17%	18%	14%	21%	16%	31%	19%
Disagree	11%	17%	12%	13%	19%	17%	28%	16%	16%
Strongly Disagree	0%	1%	0%	2%	2%	2%	5%	3%	2%

" My neighbors should be allowed to use their property as they see fit."



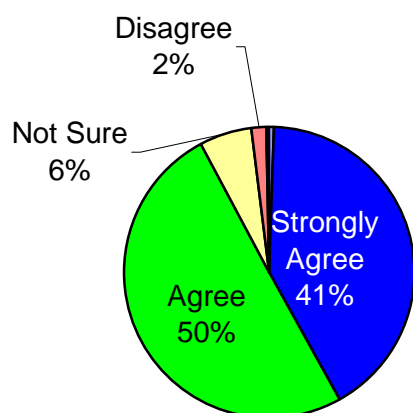
In the Northeast Cluster, almost 1/2 (49%) agree that their neighbors should be allowed to use their property as they see fit (15% strongly agree). Over 1/4 (27%) disagree (3% strongly disagree), while 22% are not sure. This is less than the 60% who agreed in the previous question that they should be able to use their own property as they see fit.

Countywide, 48% of landowners agree (16% strongly agree), while (30%) disagree, and 21% are not sure. A majority of landowners in the Southeast and Central Clusters also agree (51% and 53%, respectively). By type of residence, farms (62%) agree the most and nearly 1/4 (23%) strongly agree. Urban/suburban (33%) and non-county residents (34%) disagree the most.

There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (42%, less than one acre; 62% over 500 acres). By age, those under age 45 agree somewhat more (51 - 62%) and disagree a bit less (16 - 25%). By tenure, those landowners residing in or visiting Waupaca County for less than 20 years tend to disagree more (30% - 36%).

Q16	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	3%	0%	4%	2%	1%	2%	1%	0%	2%
Strongly Agree	19%	21%	23%	14%	14%	10%	18%	9%	15%
Agree	26%	38%	38%	34%	31%	37%	25%	41%	34%
Not Sure	32%	17%	21%	20%	27%	20%	21%	25%	22%
Disagree	19%	23%	13%	24%	23%	27%	31%	19%	24%
Strongly Disagree	0%	1%	1%	6%	4%	4%	4%	6%	3%

" Protecting my neighbor's private property rights is important to me."

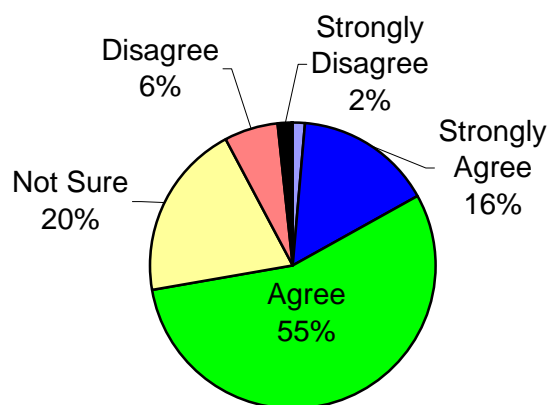


In the Northeast Cluster, nine in ten landowners (91%) agree that protecting their neighbor's private property rights is important (41% strongly agree), while only 2% disagree and 6% are not sure. This compares to 49% that agree their neighbor should be able to use their property as they see fit and could indicate landowners feel differently about "property use" and "property rights".

Countywide, 90% agree (45% strongly agree), while 3% disagree and 6% are not sure. Notably fewer full-time farms (35%) and more rural recreational landowners (54%) strongly agree.

Q6	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	2%	0%	1%	0%	0%	1%
Strongly Agree	42%	44%	41%	41%	52%	41%	33%	34%	41%
Agree	49%	44%	54%	53%	36%	49%	61%	63%	50%
Not Sure	8%	8%	4%	4%	10%	6%	5%	3%	6%
Disagree	0%	2%	0%	1%	2%	3%	1%	0%	2%
Strongly Disagree	1%	1%	1%	0%	0%	0%	0%	0%	0%

" Land use strategies are necessary to protect our community interests."

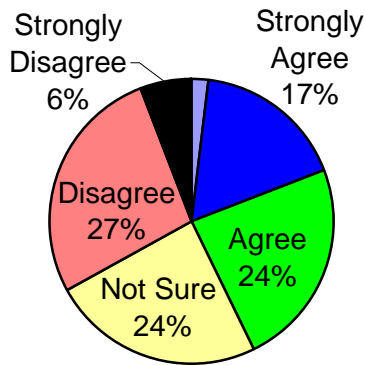


In the Northeast Cluster, almost 3/4 (71%) of landowners agree that land use strategies are necessary to protect community interests (16% strongly agree), while 8% disagree (2% strongly disagree) and 20% are not sure. The level of agreement varies between 61% to 84% between communities.

Countywide, 75% agree (20% strongly agree), while 9% disagree (2% strongly disagree) and 15% are not sure. Farms are less likely to agree (67% part-time; 61% full-time). As acres owned increases, level of agreement generally declines (79% less than one acre to 56% over 200 acres).

Q17	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	2%	0%	3%	0%	0%	1%
Strongly Agree	10%	11%	19%	17%	19%	19%	11%	3%	16%
Agree	51%	51%	41%	54%	59%	55%	73%	72%	55%
Not Sure	29%	24%	27%	18%	14%	18%	15%	19%	20%
Disagree	7%	8%	10%	6%	6%	5%	1%	6%	6%
Strongly Disagree	3%	6%	1%	2%	1%	1%	0%	0%	2%

" Residential development should not occur in rural areas of Waupaca County."



In the Northeast Cluster, landowners are divided about residential development not occurring in rural areas of Waupaca County (41% agree, 33% disagree, 24% not sure). The level of agreement varies between 25% to 60% between communities.

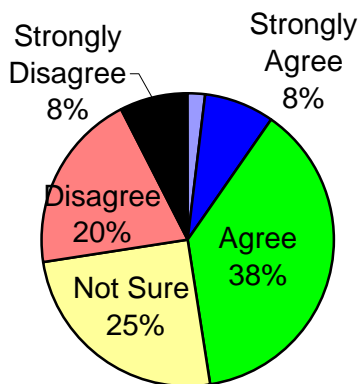
Countywide, landowners are also divided (40% agree, 37% disagree, 23% not sure). More landowners in Northwest, Northeast, and Central Clusters agree (41 - 44%); however, more in the Southwest disagree (40%).

Some regional differences might be explained by the fact that nearly 1/2 of all part-time/hobby farms (48%), rural recreational landowners (47%), and full-time farms (44%) agree. In addition, those who own from 11 to 40 acres (43%), 81 to 200 acres (44%), and those less than 45 (42 - 55%) are also more likely to agree.

Urban/suburban landowners disagree the most (40%). And, although more full-time farms strongly agree the most (25%), nearly one-third (32%) disagree. Those who disagree more include landowners with more than 200 acres (38 - 45%), as well as those age 60-64 (44%). Nearly 1/2 (49%) residing or visiting in Waupaca County for 5 - 10 years agree (37% disagree), while most of those 11 - 14 years (44%) disagree (32% agree).

Q10	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	1%	0%	2%	1%	4%	1%	3%	2%
Strongly Agree	14%	23%	21%	22%	25%	14%	9%	3%	17%
Agree	24%	18%	23%	24%	35%	20%	30%	22%	24%
Not Sure	26%	20%	22%	21%	23%	26%	28%	31%	24%
Disagree	25%	31%	28%	24%	11%	31%	30%	34%	27%
Strongly Disagree	10%	7%	6%	7%	5%	5%	3%	6%	6%

" If rural residential development takes place, it should be scattered randomly throughout this area of Waupaca County."

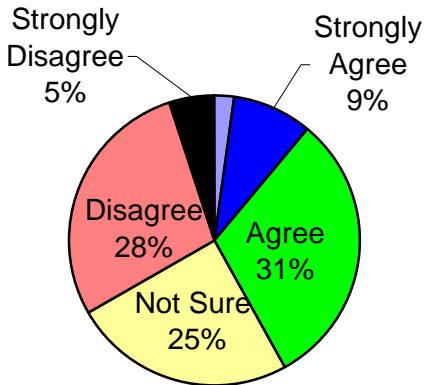


In the Northeast Cluster, almost 1/2 (46%) of landowners agree that if rural residential development takes place it should be scattered randomly throughout this area of Waupaca County (8% strongly agree). Over 1/4 (28%) disagree, while one in four (25%) are not sure.

Countywide, most landowners (43%) agree, while nearly 1/3 (32%) disagree and 24% are not sure. Nearly 1/2 (49%) of rural recreational landowners and part-time/hobby farms (48%), as well as most other rural non-farm (45%) and urban/suburban landowners (43%) agree. However, most full-time farms disagree (40%) and less than 1/3 agree (32%). Furthermore, landowners with 80 acres or less tend to agree more (43 - 47%). By tenure, landowners residing in or visiting Waupaca County 15 - 20 years are equally divided (36% agree, 35% disagree).

Q11	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	2%	1%	3%	0%	3%	2%
Strongly Agree	4%	13%	6%	6%	12%	9%	6%	3%	8%
Agree	39%	37%	32%	36%	37%	39%	34%	53%	38%
Not Sure	28%	23%	28%	24%	20%	24%	33%	25%	25%
Disagree	21%	21%	21%	20%	24%	19%	18%	13%	20%
Strongly Disagree	8%	6%	10%	12%	5%	6%	10%	3%	8%

" If rural residential development takes place in this area of Waupaca County, it should be clustered in specific locations."

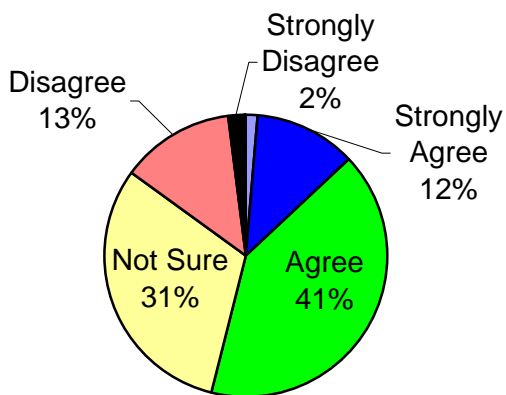


In the Northeast Cluster, over 1/3 (40%) of landowners agree if rural residential development takes place it should be clustered in specific locations (9% strongly agree). 1/3 (33%) disagree and one in four (25%) are not sure. This is similar to the previous question and might indicate a need for more information about options regarding rural residential development.

Countywide, although less than a majority (43%), more landowners agree than disagree (30%), while 25% are not sure. By type of residence, full-time farms and non-county residents agree the most (47%). Over 1/2 (52%) of those residing or visiting in Waupaca County for 15 - 20 years agree.

Q12	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	3%	1%	4%	1%	3%	2%
Strongly Agree	10%	10%	10%	7%	8%	10%	6%	3%	9%
Agree	36%	32%	24%	33%	23%	33%	33%	22%	31%
Not Sure	21%	20%	22%	24%	31%	23%	30%	38%	25%
Disagree	26%	33%	35%	25%	28%	27%	26%	34%	28%
Strongly Disagree	7%	5%	6%	7%	8%	3%	4%	0%	5%

" Development should be guided so that it occurs in certain areas and is not allowed in others, in order to limit community costs."

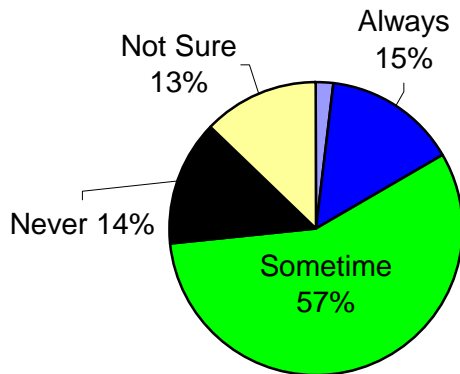


In the Northeast Cluster, a majority (53%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (12% strongly agree), while 15% disagree and 31% are not sure. The level of agreement varies between 40% to 60% between communities.

Countywide, a majority (55%) also agree (12% strongly agree), while 15% disagree and 28% are not sure. Full-time farms (23%) and landowners with more than 80 acres (20% - 30%) disagree the most. The percentage of respondents not sure declined with age (38% under age 25 to 27% 65 and over).

Q27	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	2%	0%	3%	0%	3%	2%
Strongly Agree	8%	10%	18%	15%	11%	12%	10%	3%	12%
Agree	43%	30%	35%	31%	37%	48%	49%	56%	41%
Not Sure	39%	40%	32%	35%	31%	25%	29%	22%	31%
Disagree	7%	17%	13%	13%	18%	12%	13%	16%	13%
Strongly Disagree	3%	4%	1%	5%	2%	0%	0%	0%	2%

" Should landowners in your area be compensated not to develop their land?"



In the Northeast Cluster, a majority (57%) of respondents indicated that landowners in their area should sometimes be compensated not to develop their land, while 15% stated always, 14% stated never, and 13% were not sure.

Countywide, a majority (57%) of landowners stated sometimes, while 16% stated always, 14% stated never, and 10% were not sure. Nearly twice as many full-time and part-time farms stated always (25%). Additionally, there is also a direct relationship between acres owned and the percentage that stated always (12% less than one acre to 26% over 500 acres). However, as age increases, the percentage that stated always decreases (35% under age 25 to 11% 65 and older).

Q25	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	1%	4%	4%	0%	2%	0%	3%	2%
Always	18%	17%	21%	17%	23%	10%	11%	6%	15%
Sometimes	56%	61%	51%	51%	65%	54%	61%	66%	57%
Never	10%	11%	12%	16%	2%	20%	14%	22%	14%
Not Sure	17%	11%	13%	13%	10%	14%	14%	3%	13%

Survey Results Summary

The following points summarize several findings from each area of focus in the survey and are identical to the summary points provided as part of the community presentation in February, 2005.

Natural Resources:

- ° Nearly all landowners (90%+) indicate natural resources are important, including wildlife (91%), and especially water (97%).
- ° Nearly 3/4 or more agree strategies should be adopted to prevent forest fragmentation and run-off from development.
- ° Although subtle differences exist, a majority of landowners agree regardless of cluster or demographic group.

Agriculture:

- ° Most landowners (80 - 85%) agree protecting farmland, especially the most productive farmland, and maintaining agriculture resources/services is important.
- ° Over 3/4 of landowners agree (only 9% disagree) that land use strategies should balance residential growth with farmland preservation.
- ° Dairy/Livestock expansion widely supported...areas with most productive farmland and least residential development identified most often.
- ° Landowners are divided on whether farms should be allowed to expand near existing homes (Act 235 provides guidelines if adopted through local ordinance).
- ° More agree new homes should not be allowed near existing farms (local ordinance only, not Act 235).

Land Use:

- ° Over 3/4 (80%+) agree protecting their communities "rural character" is important; rural landowners agree most strongly.
- ° A majority (50 - 60%) don't want their community to be a "bedroom community".
- ° Landowners are divided about more public land; those who owned land or visited the area for >20 yrs disagree most.
- ° Half to 2/3 (53 - 67%) agree they should be allowed to use their property as they see fit, while most, but fewer (47-53%), agree their neighbor should too.
- ° Nearly twice the support for neighbor's "property rights" (88 - 91%) than "use" (42 - 51%).
- ° 3/4 (71 - 77%) agree land-use strategies are necessary to protect community interests.
- ° Majority (53 - 58%) agree development should be guided to limit community costs.
- ° No clear direction if or how rural development should occur. Additional information/education likely needed.
- ° Majority (57 - 60%) agree "sometimes" landowners should be compensated not to develop their land.

INTRODUCTION

During the 1990s, Waupaca County witnessed 12.2% population growth (5,627), the largest ten-year increase in recent history. Housing units increased by 2,367 during the same decade (Census 1990, 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify “land use” as the top priority issue in Waupaca County.

A similar situation in many areas of Wisconsin led the legislature to adopt the “Comprehensive Planning Law” in October, 1999. The law encourages communities to manage growth in order to maximize their opportunities and minimize their dilemmas. For communities that want to make decisions related to zoning, subdivision, or official mapping, they must have a plan adopted by January 1, 2010. Currently, Waupaca County and 33 of 34 municipalities are involved in a joint planning process through 2007.

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including the Agriculture, Natural Resources, and Land Use Survey (2004) and this 2005 broader survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called “clusters”. There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are a tool to help foster intergovernmental cooperation. Local communities are still 100% responsible for developing their plan.

At the County level, the Core Planning Committee, which includes one representative from each participating local unit of government and two representatives from the County Board, will develop the County Plan. The Core Planning Committee will make a recommendation to the County Zoning Committee and they in turn to the County Board. The County Board is responsible for adopting the County Plan through an ordinance. In the end, each town, city, village, and the county will develop their own plan.

The results of this and the previous 2004 survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.



SURVEY BACKGROUND

The new law requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. In 2004, Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was sent to approximately half of County landowners. In 2005, Waupaca County UW-Extension partnered with the Public Participation and Education Subcommittee of the Core Planning Committee and additional local stakeholders to develop a second survey (sent to the remaining half of County landowners) that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding the nine elements of the comprehensive planning law. The elements include: 1) issues and opportunities; 2) housing; 3) transportation; 4) economic development; 5) community utilities and facilities; 6) agriculture, natural, and cultural resources; 7) intergovernmental cooperation; 8) land use; and, 9) implementation.

SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. The 2005 survey was mailed to approximately half (9,619) of Waupaca County landowners who were chosen from a list generated from the tax roll and not included in the 2004 survey. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

Despite this scientific approach, several limitations must be considered when analyzing the results. First, the survey was of landowners and might not reflect the opinions of the general population. Renters and residents of group quarters (e.g., assisted living facilities, jails, etc.) were not surveyed. According to the 2000 Census, this amounts to 3,546 (16%) housing units. Second, the opinions of absentee landowners who have less than 10 unimproved acres are not included. Finally, survey results are biased toward the older population because fewer young people own property.

2005 SURVEY RESPONSE

Over 4000 (42%) surveys were returned. The high response rate indicates strong interest in comprehensive planning and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

Community	Occupied Housing Units	Surveys Sent	Surveys Returned	Response Rate
Dupont	233	147	42	29%
Matteson	346	215	79	37%
Union	291	185	84	45%
Larrabee	473	266	104	39%
Bear Creek	279	159	80	50%
Clintonville (c)	2010	751	259	35%
Marion (c)	580 (Waup. Co. only)	212	85	40%
Embarrass (v)	156	59	30	51%
Northeast Cluster	4,368	1,994	763	38.3%
Waupaca County	19,863	9,619	4,001	41.6%

Using a survey helps communities engage citizens who cannot attend meetings or would otherwise not voice their opinions. Since surveys rarely are sent to everyone in the community and a 100% response rate is never achieved, a statistical “margin of error” and “confidence level” are calculated to determine how accurately the survey results reflect community opinions.

The margin of error is the plus or minus figure (+/-) that is often mentioned in media reports. For example, if survey respondents indicated that 47% of them agree and the margin of error was 4 percentage points, then the community could be “certain” that between 43% and 51% actually agree. For an opinion survey, a margin of error of +/- 5 percentage points or less is desirable.

The confidence level, also measured as a percentage, indicates the likelihood of these results being repeated. For an opinion survey, a 95% confidence level is desirable. Using the example above, a 95% confidence level means that the community could be 95% certain that 43% to 51% of the community agree. In other words, if the survey was sent 100 different times, the results would fall between 43% and 51%, 95 times out of 100. A 95% confidence level was obtained for this survey.

The confidence level and margin of error are based on laws of probability, total population (in this case landowners), and the number of survey respondents. Basically, the larger the population and number of surveys returned, the smaller the margin of error. Consequently, it is difficult for communities with few landowners to achieve a 95% confidence level and a 5 percentage point margin of error. Although several communities in Waupaca County did achieve this threshold, most communities should be cautious using results beyond the Cluster level. All Clusters and the County had very small margins of error (+/-1 to +/-4%). The margins of error for the Central Cluster communities are reported below.

	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Margin of Error	+/- 13	+/-9	+/-8	+/-8	+/-8	+/-5	+/-8	+/-13	+/-3

HOW TO READ THE REPORT

The following report includes a pie chart or bar graph summarizing the County data for each question (other than the demographic questions) and an accompanying narrative description. Individual community and Cluster results are reported in a table below the pie chart and narrative. Reports for other Clusters and the County are available on the county website (www.co.waupaca.wi.us) by clicking on “Comprehensive Planning”.

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

City of Manawa; Village of Ogdensburg; and Towns of Little Wolf, Royalton, and St. Lawrence

NORTHWEST CLUSTER

Villages of Iola, Scandinavia, and Big Falls; Towns of Helvetia, Iola, Scandinavia, Wyoming, and Harrison

SOUTHWEST CLUSTER

City of Waupaca; Towns of Dayton, Lind, Farmington, and Waupaca

NORTHEAST CLUSTER

Cities of Clintonville and Marion; Village of Embarrass; Towns of Dupont, Matteson, Union, Larrabee, and Bear Creek

SOUTHEAST CLUSTER

Cities of New London and Weyauwega; Village Fremont; Towns of Fremont, Caledonia, Lebanon, and Weyauwega

"Type of residence."

Countywide, nearly 1/2 (43%) were rural (27% rural non-farm; 16% rural farm); 32% were urban/suburban; 12% were shoreland; and 13% non-resident landowners.

Q32	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Urban/Suburban	5%	14%	2%	10%	4%	87%	88%	77%	46%
Rural Non-farm	22%	36%	28%	43%	35%	4%	5%	17%	20%
Farm	37%	12%	31%	24%	41%	1%	0%	3%	15%
Hobby Farm	7%	22%	12%	7%	14%	0%	0%	0%	7%
Shoreland	2%	0%	7%	11%	1%	5%	4%	0%	5%
Absentee	27%	16%	19%	6%	5%	4%	4%	3%	8%

" Total acres owned in Waupaca County."

Countywide, 69% own 10 acres or less (35% 1 - 10 acres; 34% less than one acre); 14% own 11 to 40 acres; 8% own 41 to 80 acres; 6% own 81 to 200 acres; 2% own 201 to 500 acres; and 5% own over 500

Q31	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
< 1 acre	2%	4%	4%	11%	5%	81%	64%	55%	39%
1- 10 acres	31%	41%	31%	47%	29%	14%	26%	31%	28%
11- 40 acres	29%	23%	24%	15%	18%	1%	4%	3%	12%
41- 80 acres	19%	14%	13%	12%	21%	2%	2%	0%	9%
81- 200 acres	12%	10%	19%	13%	25%	2%	2%	7%	9%
201- 500 acres	7%	9%	8%	2%	1%	0%	1%	0%	3%
> 500 acres	0%	0%	0%	1%	1%	0%	0%	3%	0%

" Age."

Countywide, almost 1/2 (48%) are age 45-64; 26% are over 65; 26% are age 18-45

By comparison, the 2000 population census for Waupaca County included: 25% age 45-64; 17% over age 64; 29% age 18-45.

Q30	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
18 - 24 yrs.	0%	0%	1%	1%	0%	1%	0%	0%	1%
25 - 34 yrs.	5%	5%	10%	8%	10%	11%	12%	3%	9%
35 - 44 yrs.	21%	25%	15%	19%	30%	12%	10%	17%	17%
45 - 54 yrs.	24%	30%	26%	24%	21%	23%	20%	27%	24%
55 - 64 yrs.	24%	18%	27%	19%	13%	20%	21%	33%	21%
65 - 74 yrs.	14%	11%	7%	20%	18%	16%	11%	3%	14%
75 - 84 yrs.	10%	6%	11%	8%	6%	11%	23%	17%	11%
85 & over	2%	4%	4%	0%	1%	7%	4%	0%	4%

" Years residing in/ visiting Waupaca County."

Countywide, 1/2 (50%) of respondents either resided in or visited Waupaca County for over 20 years; 12%, 15 to 20 years; 10%, 11 to 14 years; 15%, 5 to 10 years; 10%, 1 to 4 years; and 3%, less than one year.

Due to the large percentage of respondents residing in or visiting Waupaca County for over 20 years, survey results reflect the opinions of those very familiar with the area.

Q28	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
< 1 years	0%	1%	4%	1%	4%	2%	1%	7%	2%
1-4 years	7%	8%	6%	11%	12%	12%	21%	0%	11%
5-10 years	17%	16%	18%	9%	15%	17%	7%	17%	15%
11-14 years	5%	13%	5%	6%	5%	7%	2%	3%	6%
15-20 years	17%	14%	6%	13%	10%	9%	12%	7%	10%
> 20 years	54%	48%	62%	61%	54%	54%	56%	67%	56%

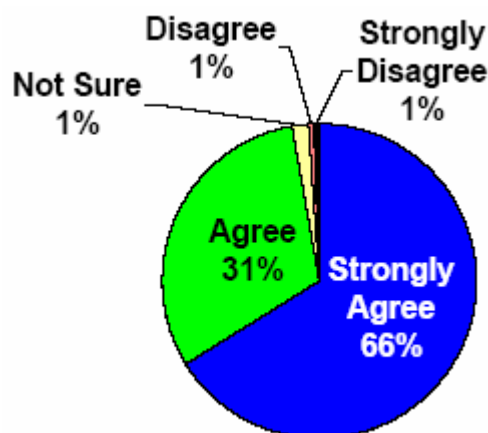
The “9 Elements” of Comprehensive Planning

Wisconsin's comprehensive planning law, signed by Governor Thompson in October, 1999, includes a definition of a comprehensive plan. Before this law, Wisconsin did not define what is meant by the term “comprehensive plan”. According to the law, a comprehensive plan shall contain at least all of the following “9elements”:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

Whereas the 2004 survey focused on agriculture, natural resources, and land use, and allowed for some specific questions regarding these topics, the 2005 survey asked opinions about all the “9 elements” and, therefore, some questions are broader in scope.

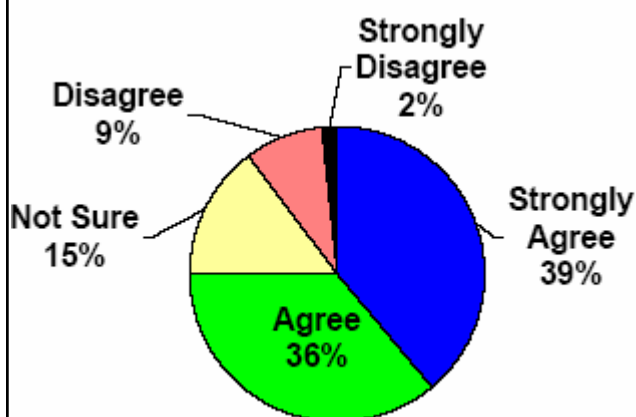
" Protecting lakes, streams, wetlands and groundwater is important to me."



Countywide, a majority (97%) agree (66% strongly agree) that protecting lakes, streams, wetlands, and groundwater is important, the highest consensus of any survey question, while only 2% disagree (1% strongly disagree) and 1% are not sure. By type of residence, a majority of respondents strongly agree (72% shoreland; 71% non-county resident; 66% hobby farms; 66% rural non-farms; and 64% urban/suburban residences). And, while an overwhelming number of farms agree (95%), just over 1/2 strongly agree (55%). Furthermore, those who strongly agree decline directly with age (76% age 18 to 24; 48% over age 85. And, although those who own 201-500 acres agree (86%) they do so less than other landowners.

Q2	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	50%	63%	61%	55%	55%	65%	59%	57%	59%
Agree	50%	33%	34%	41%	44%	31%	40%	40%	39%
Not Sure	0%	4%	1%	3%	1%	2%	0%	0%	1%
Disagree	0%	0%	2%	1%	0%	1%	0%	3%	1%
Strongly Disagree	0%	1%	1%	0%	0%	0%	1%	0%	0%

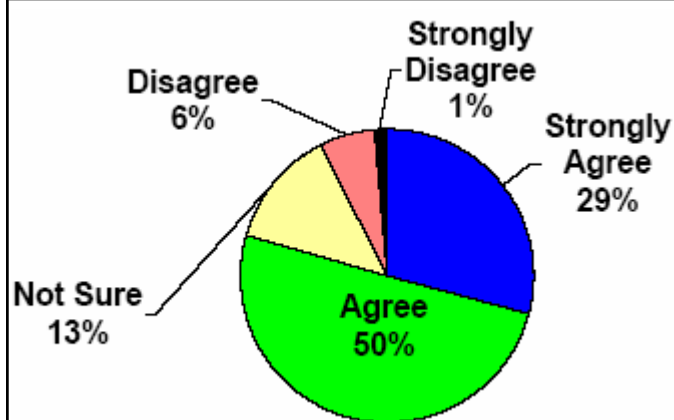
" Protecting large, connected tracts of forestland from being broken apart is important to me."



Countywide, 3/4 (75%) agree (39% strongly agree) that protecting large, connected tracts of forestland from being broken apart is important, while 11% disagree (2% strongly disagree), and 15% are not sure. The level of agreement generally declines as acres owned increases (78%, 1 to 10 acres; 52%, over 500 acres) and the level of disagreement increases (9%, 1 - 10 acres; 36% over 500 acres). Respondents age 18 to 24 and 25 to 34 agree more (79% and 82%, respectively). By type of residence, rural hobby farms agree more (79%) and strongly agree more (46%). Landowners with less than one year of tenure also agree more (81%).

Q4	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	33%	40%	35%	28%	41%	35%	31%	30%	34%
Agree	29%	30%	31%	40%	32%	37%	45%	40%	35%
Not Sure	21%	19%	18%	13%	15%	18%	18%	17%	17%
Disagree	12%	8%	13%	17%	13%	8%	6%	3%	10%
Strongly Disagree	5%	4%	4%	3%	0%	2%	1%	10%	4%

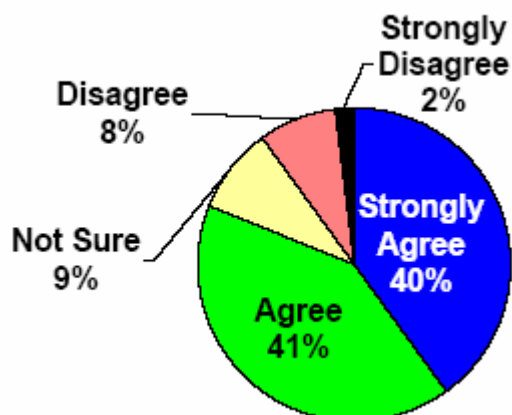
" Protecting historical sites and structures is important to me."



Countywide, over 3/4 (79%) agree (29% strongly agree) that protecting historical sites and structures is important, while only 7% disagree (1% strongly disagree), and 13% are not sure. Landowners with 81 or more acres agree less (59% - 72%), with one in three landowners with over 500 acres not sure. Respondents age 18 to 24 (88%), 25 to 34 (82%), and over 85 (86%), as well as, rural hobby farms (84%) agree more.

Q3	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	26%	28%	24%	18%	29%	23%	25%	27%	25%
Agree	50%	49%	50%	56%	52%	57%	54%	53%	53%
Not Sure	12%	15%	19%	16%	16%	12%	14%	10%	14%
Disagree	10%	6%	5%	10%	1%	6%	6%	7%	6%
Strongly Disagree	2%	3%	2%	0%	1%	2%	1%	3%	2%

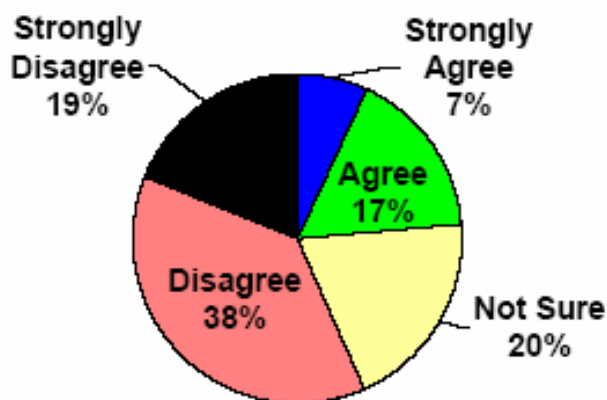
" Protecting farmland in my community from development is important to me."



Countywide, four in five (81%) agree (40% strongly agree) that protecting farmland is important, while 10% disagree (2% strongly disagree) and 9% are not sure. By type of residence, a majority of farms strongly agree (52%, rural hobby farms; 50%, rural farms). However, fewer landowners with more than 80 acres agree (72% - 63%) and, more than one in five disagree (20% - 31%). By age, landowners over age 85 agree the most (90%) and most strongly (44%), while those age 18 to 24 strongly agree the least (30%).

Q1	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	43%	38%	27%	39%	53%	34%	26%	30%	36%
Agree	38%	39%	58%	39%	28%	41%	60%	53%	44%
Not Sure	10%	10%	4%	10%	10%	14%	9%	3%	9%
Disagree	10%	8%	8%	9%	5%	9%	4%	7%	7%
Strongly Disagree	0%	6%	4%	3%	4%	2%	1%	7%	3%

"Converting farmland in my community into non-agricultural uses, like businesses and homes, is important to me."

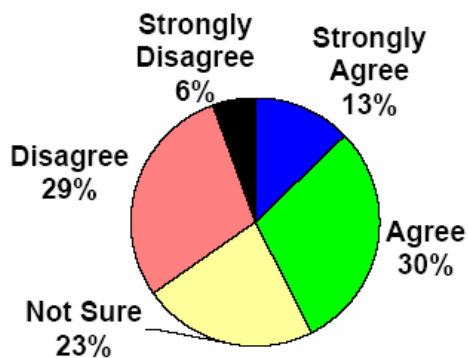


Countywide, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/suburban landowners disagree less (50%) and agree more (26%). Farms disagree the most (66%, rural hobby farms; 62%, rural farms) and most strongly (32% and 27%, respectively). Rural farms also agree the most (27%) and are the least not sure (11%), indicating farms are a little more divided in their opinions than the rest. Landowners with over 80 acres agree more (34% - 36%) and more strongly (18% - 22%); however, a majority (51% - 61%) still disagree.

Agreement tended to directly relate to age (13%, age 18 to 24 ; 32% age 75 to 84) and, disagreement tended to inversely relate to age (68%, age 25 to 34; 40%, over age 85). The Northeast Cluster agrees the most (30%), while the Southwest Cluster agrees the least (21%). The Southwest Cluster as well as the Central Cluster disagrees the most (60%).

Q13	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	10%	13%	8%	11%	10%	6%	5%	17%	8%
Agree	17%	16%	28%	18%	17%	25%	25%	23%	22%
Not Sure	19%	19%	19%	21%	17%	27%	21%	23%	22%
Disagree	38%	26%	33%	34%	31%	32%	39%	30%	32%
Strongly Disagree	17%	26%	12%	16%	26%	11%	11%	7%	15%

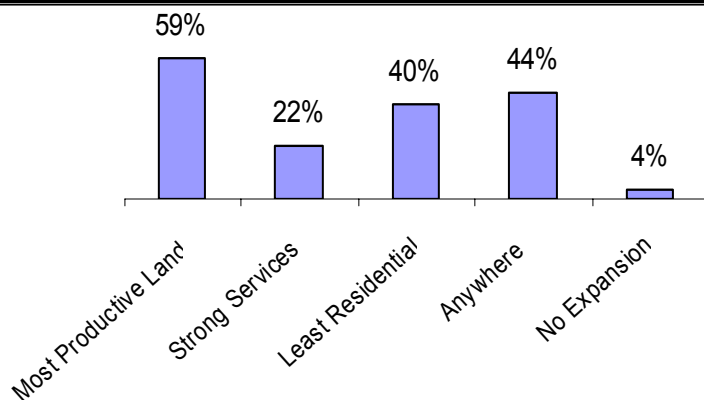
" Future homes, which are not part of a farm operation, should not be allowed near existing farming operations."



Countywide, most (43%) agree that future homes, which are not part of the farm operation, should not be allowed near existing farming operations (13% strongly agree), while 35% disagree (6% strongly disagree) and 23% are not sure. More landowners with 81 - 200 acres disagree (39%) than agree (37%), while those with 201 - 500 and over 500 agree the most (54% and 52%, respectively). More respondents age 18 to 24 (46%), 25 to 34 (37%), and 35 to 44 (39%) disagree than agree (27%, 33%, and 34%, respectively). Respondents age 65 to 74 (51%), 75 to 84 (61%), and over 85 (67%) agree the most. By type of residence, farms agree the most (49%, rural hobby farm; 46%, rural farms) and, more than one in five farms strongly agree (28%).

Q20	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	19%	15%	18%	15%	19%	12%	17%	17%	15%
Agree	45%	23%	28%	31%	26%	31%	37%	20%	30%
Not Sure	10%	24%	21%	18%	21%	19%	10%	20%	18%
Disagree	24%	24%	31%	29%	29%	33%	31%	43%	31%
Strongly Disagree	2%	14%	2%	7%	5%	5%	6%	0%	6%

" Where should future dairy and livestock expansion occur?"

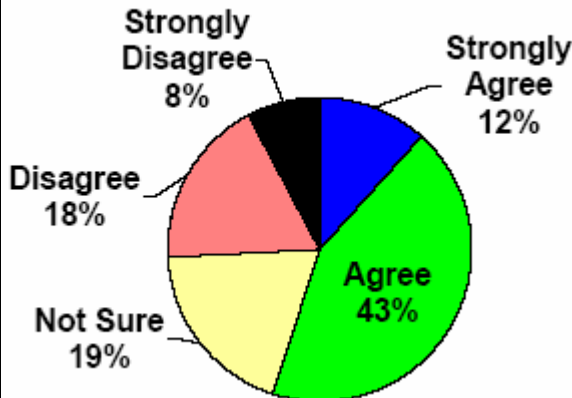


In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (40%), strong service support (22%), and no expansion should be allowed (4%). By type of residence, only shoreland owners deviated from the countywide ranking, placing least residential development (48%) ahead of anywhere (42%). By acres owned, no cohort deviated from the ranking; however, respondents owning 200 - 500 acres put less emphasis on the most

productive land (50%) and more on strong service support (30%), while those with over 500 acres stated exactly the opposite (76%, most productive land; 9%, strong service support). Respondents age 18 to 54 did not deviate from the countywide ranking. Those age 55 to 64 and 65 to 74 stated least residential development more often than anywhere. Those age 75 to 84 ranked least residential development as their first choice (55%) and most productive land as their second (53%). The answers provided by this question should prove helpful as communities determine how to address Wisconsin's new livestock facility siting and expansion law.

Q19	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Most productive land	48%	41%	56%	59%	56%	57%	54%	73%	55%
Strong services	17%	19%	19%	21%	24%	25%	34%	13%	23%
Least residential	43%	34%	31%	40%	33%	46%	42%	37%	40%
Anywhere	40%	51%	37%	45%	50%	41%	40%	50%	43%
No expansion	17%	11%	13%	5%	8%	3%	2%	3%	7%

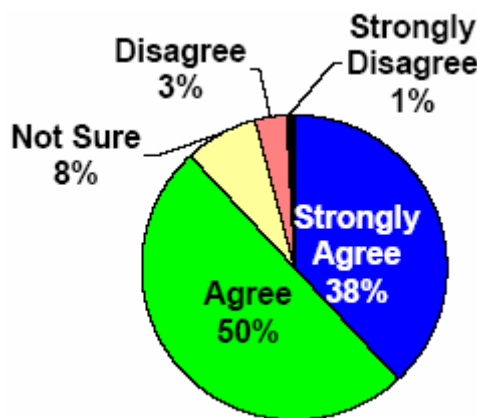
"A portion of new homes built in this area of Waupaca County should provide housing opportunities for low and moderate income residents."



Countywide, a majority (55%) agree (12% strongly agree) that a portion of new homes should provide housing opportunities for low and moderate income residents, while over 1/4 (26%) disagree (8% strongly disagree) and 19% are not sure. Level of agreement was inversely related to acres owned (53%, less than one acre; 44%, greater than 500 acres) and disagreement was directly related (20%, less than one acre; 33%, greater than 500 acres). Landowners at opposite ends of the age spectrum agree more (61%, age 18 to 24; 65 and over, 64% - 70%), while those age 25 to 34 (45%) and 35 to 44 (44%) agree less and disagree the most (31% and 32%, respectively). Rural hobby farms and non-residents also agree less (44% and 46%, respectively).

Q8	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	5%	11%	8%	7%	9%	14%	14%	10%	11%
Agree	34%	39%	39%	32%	40%	44%	52%	57%	42%
Not Sure	24%	15%	28%	25%	28%	19%	21%	17%	22%
Disagree	29%	18%	15%	25%	19%	17%	7%	13%	18%
Strongly Disagree	7%	16%	9%	10%	5%	7%	6%	3%	8%

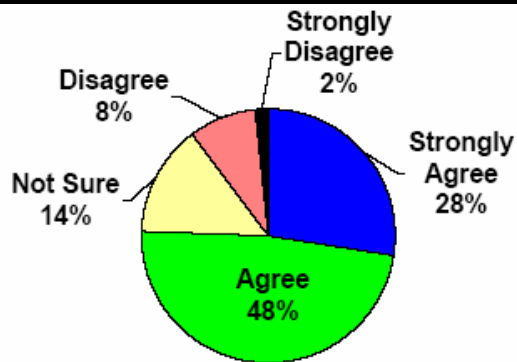
"Waupaca County communities should pool resources to attract and/or retain companies that will create jobs."



Countywide, over 3/4 (88%) agree (38% strongly agree) that communities should pool resources to attract and/or retain companies that will create jobs, while 4% disagree (1% strongly disagree) and 8% are not sure. Landowners with over 200 acres agree less (67% - 80%) and, owners of 201 - 500 acres disagree (13%) the most, while those owning over 500 acres are not sure more (30%).

Q11	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	31%	46%	28%	42%	38%	46%	42%	53%	42%
Agree	52%	41%	59%	49%	53%	46%	48%	33%	48%
Not Sure	14%	11%	7%	7%	5%	4%	5%	7%	6%
Disagree	0%	0%	5%	2%	3%	2%	4%	3%	2%
Strongly Disagree	2%	3%	1%	1%	1%	1%	1%	3%	1%

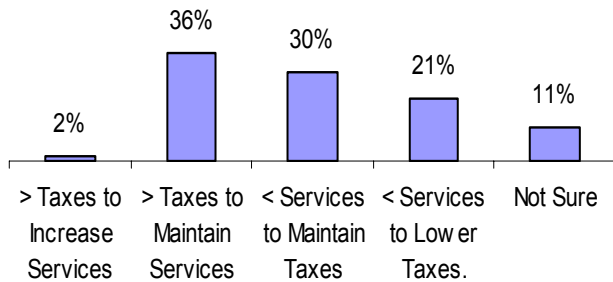
"Community services, like schools, roads, and police and fire protection, should be combined and provided jointly by communities if money will be saved."



Countywide, over 3/4 (76%) agree (28% strongly agree) that community services should be combined and provided jointly by communities if money will be saved, while 10% disagree (2% strongly disagree) and 14% are not sure. Landowners with 81 - 200 acres agree less (71%). Respondents age 25 to 34 agree less (63%) and disagree more (15%). Urban/suburban owners agree the most (91%) and, although rural farms agree (84%), they do so the least compared to other residence types.

Q10	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	17%	38%	30%	24%	18%	26%	20%	33%	25%
Agree	48%	43%	39%	57%	44%	48%	45%	40%	47%
Not Sure	17%	9%	14%	13%	32%	15%	19%	13%	16%
Disagree	17%	8%	13%	6%	5%	9%	14%	10%	9%
Strongly Disagree	2%	3%	4%	1%	1%	3%	2%	3%	2%

"Tax and Service Policy Choices."

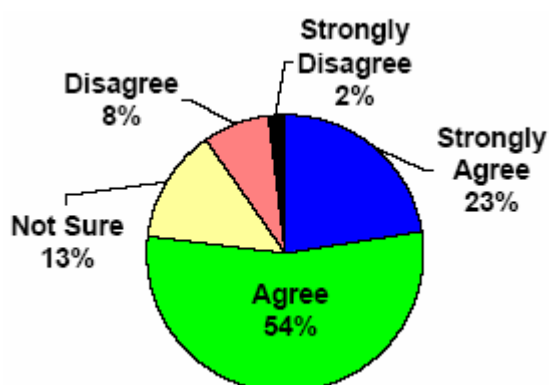


In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services and taxes. **Countywide**, the opinion is divided. 2% felt taxes should increase to increase services, 36% stated taxes should increase to maintain existing services, 30% felt services should be decreased to maintain existing

tax levels, and 21% stated both taxes and services should be decreased. 11% were not sure. More age 18 to 24 felt both taxes and services should be increased (9%) and decreased (33%), indicating fewer stated a more moderate opinion. Fewer age 25 - 34 (16%) and over 85 (16%) felt both should be decreased. More landowners with 201 - 500 acres stated both services and taxes should be decreased (30%) and more with over 500 acres felt taxes should be increased to maintain existing services (45%). By type of residence, farms stated decrease services to maintain existing taxes most often (32%, rural hobby farm; 35%, rural farm), while all others indicated increase taxes to maintain services most often.

Q22	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Taxes Increased, Services Increased	2%	1%	2%	0%	1%	3%	1%	4%	2%
Taxes Increased, Services Same	45%	23%	36%	30%	27%	37%	39%	36%	34%
Taxes Same, Services Decreased	31%	40%	26%	33%	40%	26%	41%	32%	32%
Taxes Decreased, Services Decreased	12%	29%	21%	25%	18%	20%	6%	21%	20%
Not Sure	10%	6%	14%	11%	14%	14%	12%	7%	12%

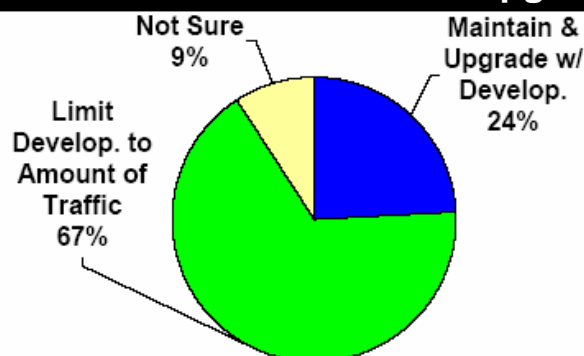
" The placement of new residential development should be managed in order to control community service costs, like schools, roads, and police and fire protection."



Countywide, over 3/4 (77%) agree (23% strongly agree) that placement of new residential development should be managed in order to control community service costs, while 10% disagree (2% strongly disagree) and 13% are not sure. Agreement was inversely related to acres owned (79%, less than one acre; 51%, greater than 500 acres), while disagreement was directly related (8%, less than one acre; 23%, over 500 acres). Those with over 500 acres strongly agree less (10%) and are not sure more (26%) Respondents over age 75 agree more (86% - 87%).

Q12	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	26%	19%	20%	18%	23%	16%	18%	17%	19%
Agree	48%	49%	52%	47%	45%	55%	64%	50%	52%
Not Sure	10%	15%	15%	21%	17%	15%	15%	10%	16%
Disagree	12%	12%	8%	14%	14%	10%	4%	13%	10%
Strongly Disagree	5%	5%	4%	0%	1%	4%	0%	10%	3%

" Road maintenance and upgrading relative to new residential development."



In this question, landowners were asked to identify whether road maintenance and upgrading should increase as residential development increases or if residential development should be limited to the amount of traffic the road can currently handle safely. **Countywide**, almost 1/4 (24%) indicated that maintenance and upgrading should increase as residential development increases, while a majority (67%) indicated residential development should be limited to the amount of traffic the road can currently handle safely. 9% are not sure. Landowners with over 500 acres

were evenly divided (39%, 39%, and 22% not sure). More over age 85, indicated development should be limited (72%) and fewer indicated maintenance/upgrading should be increased (19%). More urban/suburban residents stated that maintenance should increase (29%) and more rural hobby farms (75%), rural farms (73%), and rural non-farms (72%) felt that residential development should be limited. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), fewer urban/suburban (60%) than rural (73%) stated limit development.

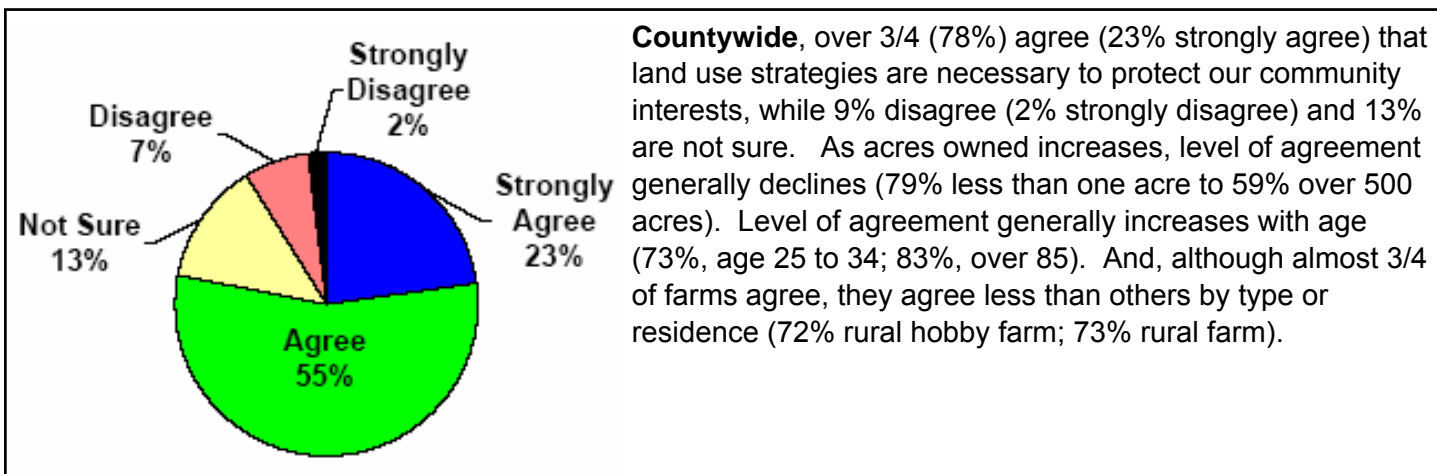
Q23	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Maintenance & Upgrades Increase	22%	22%	26%	22%	17%	34%	30%	38%	28%
Limit Residential Development w/	73%	73%	67%	69%	63%	53%	53%	45%	61%
Not Sure	5%	5%	7%	9%	21%	12%	17%	17%	12%

LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.2% population growth (5,627) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

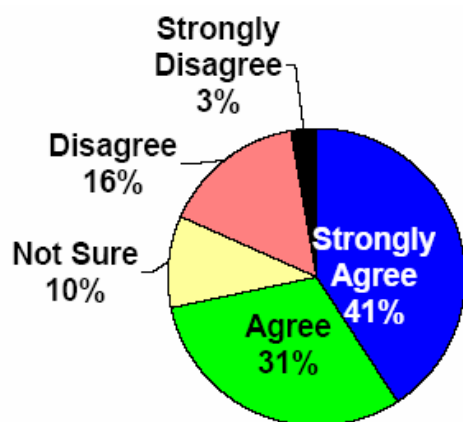
The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might consider as part of the planning process.

" Land use strategies are necessary to protect our community interests."



Q16	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	17%	18%	14%	16%	13%	15%	15%	27%	16%
Agree	54%	48%	60%	60%	60%	64%	61%	57%	60%
Not Sure	24%	19%	12%	15%	19%	14%	19%	3%	16%
Disagree	5%	10%	12%	9%	5%	6%	4%	7%	7%
Strongly Disagree	0%	5%	2%	0%	3%	1%	1%	7%	2%

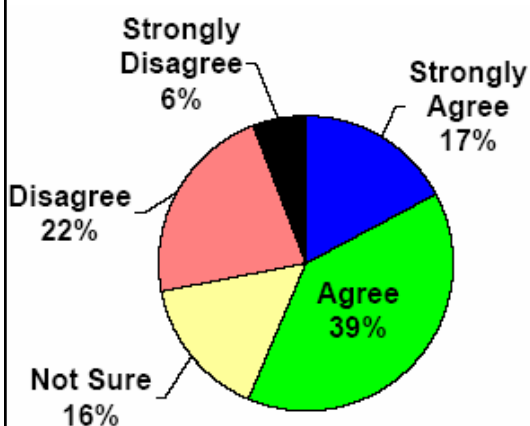
" I should be allowed to use my property as I see fit."



Countywide, almost 3/4 (72%) agree (41% strongly agree) that they should be allowed to use their property as they see fit, while 19% disagree (3% strongly disagree) and 10% are not sure. Generally, there is a direct relationship between acres owned and level of agreement (72%, 1 - 10 acres; 87%, over 500 acres). Strength of agreement also increases with acres owned (41% strongly agree, 1 - 10 acres; 72% strongly agree, over 500 acres). Level of agreement generally declines as age increases (91%, age 18 to 24; 72%, over 85). Strength of agreement also declines with age (61%, age 18 to 24; 29%, over 85). By type of residence, farms agree the most (77%, rural hobby farm; 82%, rural farm) and most strongly (54% and 52%, respectively). Although still a majority, fewer shoreland owners (64%) agree. Agreement ranged from 80% in the Central Cluster to 65% in the Southwest Cluster. One in four (26%) in the Southwest Cluster disagree.

Q9	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	39%	63%	52%	34%	58%	34%	31%	43%	42%
Agree	44%	24%	24%	40%	30%	38%	48%	43%	36%
Not Sure	5%	8%	15%	10%	6%	12%	8%	7%	10%
Disagree	10%	5%	9%	16%	5%	16%	9%	7%	11%
Strongly Disagree	2%	1%	0%	1%	0%	0%	4%	0%	1%

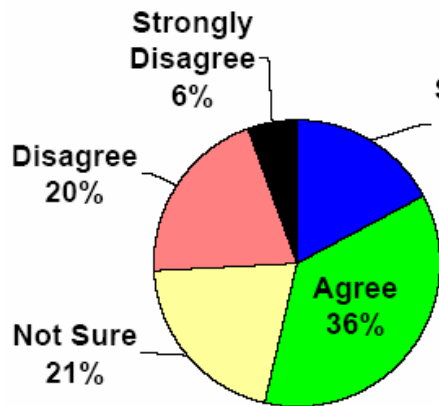
" My neighbors should be allowed to use their property as they see fit."



Countywide, a majority (56%) agree (17% strongly agree) that their neighbors should be allowed to use their property as they see fit, while 28% disagree (6% strongly disagree), and 16% are not sure. There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (51%, less than one acre; 79% over 500 acres). There is an inverse relationship with age. As age increases, agreement declines (84%, age 18 to 24; 70%, age 25 to 34; 65%, age 35 to 44; 58%, age 45 to 54; 51% age 55 to 64; 54% age 65 to 74; 44%, age 75 to 84; 41% over 85). By type of residence, rural farms (64%) agree the most. Shoreland owners disagree the most (37%). Respondents with less than one year in tenure agree more (67%) and disagree less (19%). The Central Cluster agrees the most (63%), while less than 1/2 in the Southwest Cluster (48%) agree and 36% disagree.

Q14	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	17%	28%	21%	15%	23%	15%	9%	17%	17%
Agree	50%	40%	44%	43%	45%	41%	52%	52%	44%
Not Sure	12%	14%	16%	15%	21%	18%	15%	14%	16%
Disagree	19%	14%	16%	22%	10%	24%	21%	14%	19%
Strongly Disagree	2%	4%	4%	6%	0%	2%	2%	3%	3%

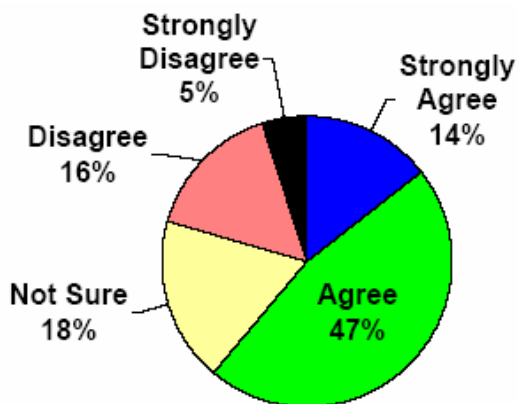
" Having more public land available for recreational activities in my community is important to me."



Countywide, a majority (53%) agree that having more public land available for recreational activities is important (17% strongly agree), while 26% disagree (6% strongly disagree), and 21% are not sure. Level of agreement declines significantly with acres owned (61%, less than one acre; 55%, 1 to 10 acres; 50%, 11 to 40 acres; 45%, 41 to 80 acres; 40%, 81 to 200 acres; 30%, 201 to 500 acres; 9%, over 500 acres). Level of agreement also declines with age (63%, age 18 to 24; 60% age 25 to 34; 61% age 35 to 44; 56%, age 45 to 54; 51% age 55 to 64; 47% age 65 to 74; 46%, age 75 to 84; 40% over 85). More rural farms disagree (45%) than agree (34%), while by type of residence all others have a majority in agreement (57%, urban/suburban; 54%, rural hobby farm; 55%, shoreland; 53% rural non-farm; 56% non-county resident). Respondents with less than one year of tenure agree more (64%) and disagree less (16%), while those with over 20 years agree less (49%) and disagree more (30%). Agreement ranged from 47% in the Northwest Cluster to 57% in the Southeast Cluster.

Q5	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	24%	21%	14%	18%	21%	14%	16%	23%	19%
Agree	14%	25%	34%	33%	29%	38%	35%	37%	31%
Not Sure	31%	18%	21%	18%	19%	25%	27%	17%	22%
Disagree	26%	24%	25%	26%	28%	18%	16%	17%	22%
Strongly Disagree	5%	13%	6%	4%	4%	5%	5%	7%	6%

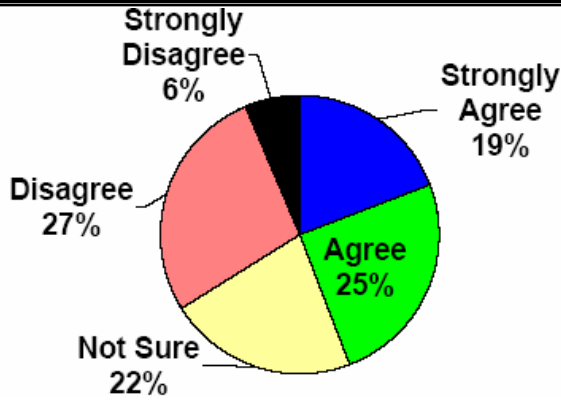
" Design standards, like landscaping, building characteristics, and signage, should be implemented for new development so community character can be preserved."



Countywide, a majority (61%) agree that design standards should be implemented for new development (14% strongly agree), while one in five (21%) disagree (5% strongly disagree) and 18% are not sure. Landowners with over 40 acres agree more (68% - 72%) and respondents with over 500 acres agree the most strongly (41%). Generally, agreement was directly related to age (51%, age 18 to 24; 71%, age 75 to 84). Although still over 1/2, respondents from rural hobby farms and rural non-farms agree less (54% and 56%, respectively), while shoreland owners agree more (68%). Agreement ranged from 57% in the Northeast to 67% in the Southwest.

Q15	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	7%	9%	7%	12%	3%	9%	8%	7%	8%
Agree	43%	37%	54%	43%	46%	50%	67%	45%	49%
Not Sure	10%	19%	19%	15%	25%	18%	14%	21%	18%
Disagree	31%	24%	13%	23%	13%	19%	7%	21%	18%
Strongly Disagree	10%	11%	7%	8%	13%	4%	4%	7%	7%

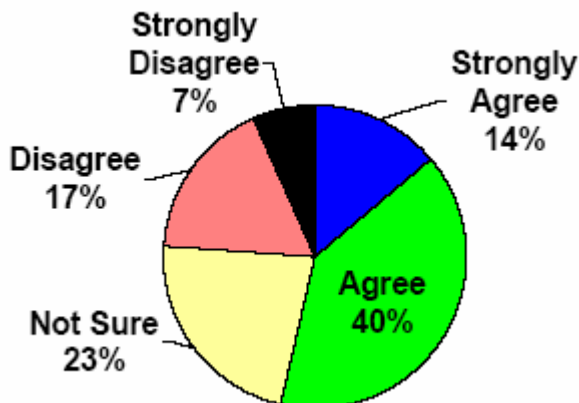
**" Residential development should not occur in rural areas
(defined as not in a city or village) of Waupaca County."**



Countywide, most landowners (45%) agree that residential development should not occur in rural areas (19% strongly agree), while 33% disagree (6% strongly) and 22% are not sure. More landowners with 41 to 80 acres agree (49%), while those with less than one acre (39%), 81 to 200 acres (36%), and over 500 acres (30%) agree less. A majority of landowners with over 500 acres disagree the most (67%) and are not sure the least (3%). By age, those age 18 to 24 (36%) agree the least and those age 25 to 34 (48%), 35 to 44 (48%), and over 85 (49%) agree the most. Urban/suburban landowners disagree the most (40%). Farms agree the most (58%, rural hobby farm; 53%, rural farm) and most strongly (34% and 24%, respectively), while one in four (25%) rural hobby farms and one in three (35%) rural farms disagree. Urban/suburban (38%) and shoreland (39%) owners agree the least.

Q6	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	29%	19%	18%	21%	28%	13%	15%	10%	19%
Agree	24%	21%	24%	24%	24%	25%	26%	23%	24%
Not Sure	12%	20%	20%	22%	20%	23%	25%	30%	22%
Disagree	24%	31%	27%	21%	23%	34%	31%	27%	27%
Strongly Disagree	12%	9%	12%	11%	5%	5%	2%	10%	8%

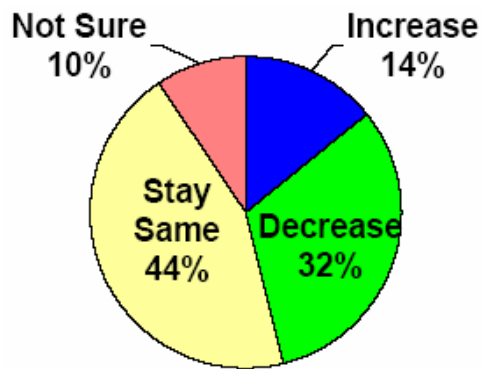
**" If rural residential development takes place, it should be widely
scattered throughout this area of Waupaca County."**



Countywide, a majority (54%) agree if rural residential development takes place that it should be widely scattered (14% strongly agree), while nearly 1/4 (24%) disagree (7% strongly disagree) and 23% are not sure. Agreement generally decreases with acres owned (53%, less than one acre; 56%, 1 to 10 acres; 53%, 11 to 40 acres; 53%, 41 to 80 acres; 48%, 81 to 200 acres; 35%, 201 to 500 acres; 41%, over 500 acres), with more respondents who own 201 to 500 acres disagreeing than agreeing. Respondents age 18 to 24 agree the least (47%) and those over age 85 agree the most (61%) and disagree the least (7%). Rural hobby farms agree the most (62%) and disagree the least (19%).

Q7	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	14%	23%	11%	8%	23%	10%	5%	17%	12%
Agree	43%	43%	44%	40%	51%	41%	50%	47%	43%
Not Sure	17%	15%	21%	23%	13%	29%	20%	20%	22%
Disagree	21%	14%	18%	17%	9%	16%	18%	13%	16%
Strongly Disagree	5%	6%	7%	12%	5%	4%	7%	3%	6%

“Would you like to see the amount of land used for new residential development in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”



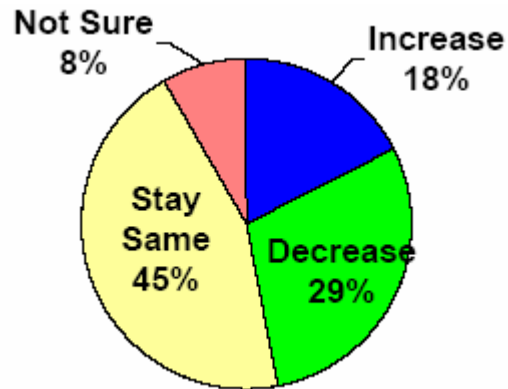
Countywide, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less than one acre stated decrease (23%) less often, while those with 11 - 40 acres (37%), 41 - 80 acres (40%), 81 - 200 acres (37%), and 201 - 500 acres (41%) stated decrease more often. With the exception of over 500 acres (34%), stating “stay the same” was inversely related to acres owned (48%, less than one acre; 28%, 201 to 500 acres).

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (23%, 65 to 74; 22%, 75 to 84; and 17% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (34%, 25 to 34; 39%, 35 to 44; 37%, 45 to 54; and 32% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (21%) indicated increase more often and rural hobby farms (8%) indicated increase less often. Urban/suburban (21%) and shoreland (26%) indicated decrease less often, while rural hobby farms (49%), rural non-farms (38%), and rural farms (44%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (21%, urban/suburban; 10% rural) and decrease (21%, urban/suburban; 42% rural). By cluster, the Northeast stated increase the most (22%) and decrease the least (25%). The Northwest Cluster indicated decrease the most (38%).

Q17	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Increase	17%	9%	12%	20%	8%	33%	30%	33%	22%
Decrease	36%	33%	32%	29%	44%	15%	17%	10%	25%
Stay the Same	33%	49%	50%	45%	45%	40%	48%	47%	44%
Not Sure	14%	10%	6%	6%	4%	12%	6%	10%	9%

“Would you like to see the number of new homes built in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”



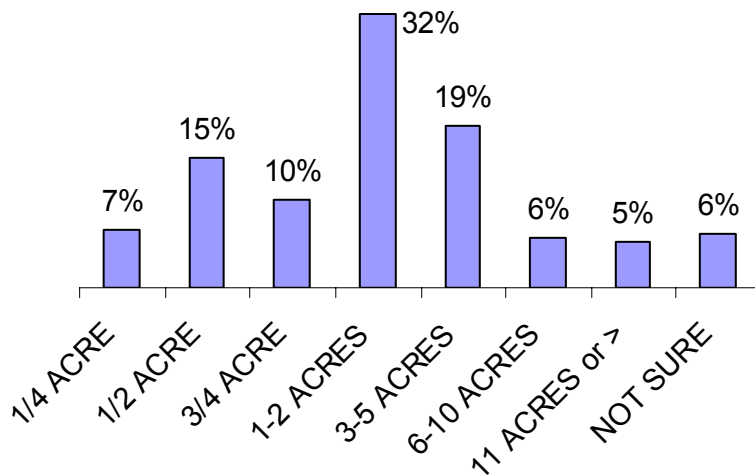
Countywide, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre also stated decrease (20%) less often, while those with 201- 500 acres stated decrease (43%) more often and stay the same (27%) less often.

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (20%, 65 to 74; 17%, 75 to 84; and 12% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (35%, 25 to 34; 38%, 35 to 44; 35%, 45 to 54; and 29% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (27%) indicated increase more often and rural hobby farms (8%) and rural non-farms (11%) indicated increase less often. Urban/suburban (18%) and shoreland (24%) indicated decrease less often, while rural hobby farms (50%), rural non-farms (36%), and rural farms (45%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often, while shoreland owners indicated the same (51%) more often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (27%, urban/suburban; 11% rural) and decrease (18%, urban/suburban; 40% rural). By cluster, the Northeast stated increase the most (28%) and decrease the least (23%). The Northwest Cluster indicated decrease the most (35%).

Q18	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Increase	21%	13%	11%	24%	9%	43%	41%	40%	28%
Decrease	33%	32%	33%	27%	44%	13%	8%	13%	23%
Stay the Same	38%	46%	51%	42%	41%	37%	46%	43%	42%
Not Sure	7%	10%	6%	7%	6%	7%	5%	3%	7%

" What is the most desirably lot size for a home in your community (an acre is about the size of a football field)?"



Countywide, most landowners (32%) preferred 1– 2 acre lot sizes; 19%, 3 - 5 acres; 15%, 1/2 acre; 10%, 3/4 acre; 7%, 1/4 acre; 6%, 6 - 10 acres; 5%, 11+ acres; while 6% are not sure.

Landowners with less than one acre preferred smaller lots sizes more often (14%, 1/4 acre; 28%, 1/2 acre; 19%, 3/4 acre) and larger lot sizes less often (7%, 3 - 5 acres; 1%, 6 - 10 acres). Those with 1 - 10 acres preferred 1– 2 acres (41%) and 3 - 5 acres (26%) more often and 1/2 acre (9%) less often. Those with 11 - 40 acres preferred 3 - 5 acres (27%) and 11+ acres (10%) more often and 1/2 acre (9%) less often. Those with 41 - 80 acres preferred 11+ acres (12%) more often and 1/2 acre (8%) and

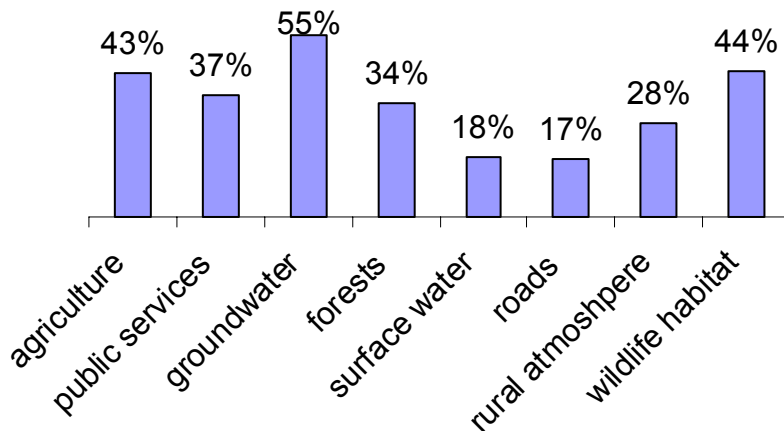
3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500+ acres preferred 3 - 5 acres (44%) more often and less than 1% preferred 3 - 5 acres.

Respondents age 75 to 84 (22%) and over 85 (20%) preferred 1/2 acres more often and, those age 75 to 84 also preferred 1 to 2 acres more often (37%) and 3 to 5 acres less often (9%). Respondents age 35 to 44 preferred 3 - 5 acres more often (24%).

By type of residence, urban/suburban and shoreland owners preferred smaller lot sizes (urban/suburban: 12%, 1/4 acre; 24%, 1/2 acre; 15%, 3/4 acre) (shoreland: 44%, 1/2 acre; 15%, 3/4 acre) and did not prefer 3 - 5 acres as often (9%, urban/suburban; 11%, shoreland). Rural hobby farms, rural non-farms, and rural farms stated smaller acreages less often (rural hobby farm: 1%, 1/4 acre; 6%, 1/2 acre; 2%, 3/4 acre; 20%, 1 - 2 acres) (rural non-farm: 2%, 1/4 acre; 6%, 1/2 acre; 4%, 3/4 acre) (rural farm: 2%, 1/4 acre; 8%, 1/2 acre; 5%, 3/4 acre). They also stated larger acreages more often (rural hobby farm: 33%, 3 - 5 acres; 19%, 6 - 10 acres; 11%, 11+ acres) (rural non-farm: 38% 1 - 2 acres; 30%, 3 - 5 acres) (rural farm: 37%, 1 - 2 acres; 12%, 11+ acres).

Q21	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
1/4 acre	10%	4%	1%	3%	1%	20%	15%	7%	10%
1/2 acre	5%	11%	6%	11%	8%	29%	30%	30%	19%
3/4 acre	5%	4%	4%	7%	0%	13%	23%	17%	10%
1 - 2 acres	29%	39%	34%	47%	44%	21%	19%	33%	31%
3 - 5 acres	33%	11%	32%	16%	24%	5%	1%	3%	13%
6 - 10 acres	7%	13%	6%	4%	5%	1%	0%	0%	4%
11 or more acres	10%	10%	11%	9%	12%	1%	0%	0%	5%
Not Sure	2%	8%	7%	4%	6%	10%	12%	10%	8%

" What are the most important impacts to consider when determining whether or not a residential development should occur?"



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. **Countywide**, the factor most often identified was groundwater quality and quantity (54%). Wildlife habitat was identified by 44% of the respondents, followed by agriculture (43%), cost and quality of public services (37%), forested areas (34%), rural/small town atmosphere (28%), surface water quality (18%), and roads (17%).

By acres owned, agriculture or groundwater always ranked in the top two. Roads, surface

water, and rural/small town atmosphere always ranked in the bottom three. Landowners with over 80 acres of land identified agriculture most frequently (57%, 81 - 200 acres; 55%, 201 - 500 acres; 58%, over 500 acres), while groundwater was the number two factor (54%, 53%, and 57% respectively). The importance of wildlife habitat generally declined with acres owned, ranking second for respondents with 1 to 10 acres (48%) and last for those with over 500 acres (12%).

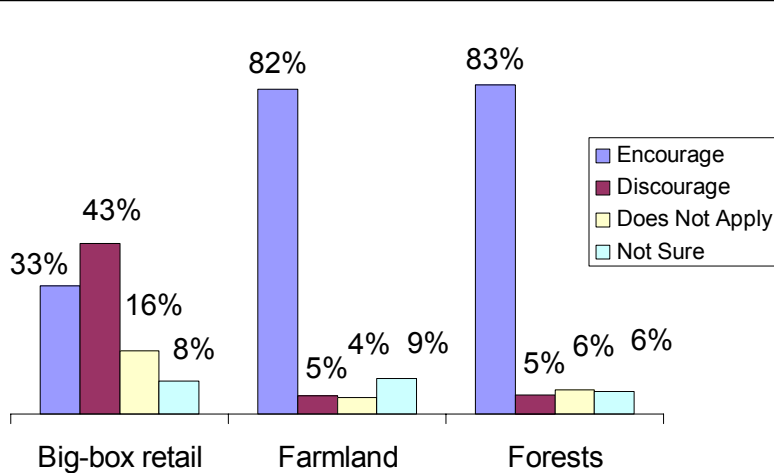
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public services generally increased with age (groundwater: 42%, age 18 to 24; 65% age 75 to 84) (public services: 24%, age 18 to 24; 52%, over age 85). Forests, generally declined in importance with age, with respondents age 25 to 34 ranking it second (51%) and those over age 85 ranking it last (23%).

By type of residence, either agriculture or groundwater was identified as the most important factor. Rural hobby farms (51%) and rural farms (66%) ranked agriculture as most important, while all others ranked groundwater as most important (56%, urban/suburban; 61%, shoreland; 53%, rural non-farm; 54%, non-county resident). Public services was identified most often by urban/suburban (44%) and shoreland (41%) owners, both of whom ranked it as the second most important. Roads and surface water were always ranked in the bottom two.

By tenure, either groundwater or wildlife habitat were identified as the most important, with respondents under 5 years of tenure ranking wildlife most important (51% - 57%) and those with 5 years and over ranking groundwater most important (53% - 57%). Roads, surface water, and rural atmosphere always ranked in the bottom three.

Q24	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Agriculture	57%	50%	53%	57%	54%	45%	41%	40%	49%
Cost/quality of public services	36%	29%	29%	33%	26%	49%	51%	50%	40%
Quality/quantity groundwater	62%	54%	45%	57%	41%	53%	56%	43%	52%
Forested areas	21%	40%	31%	38%	31%	25%	31%	27%	30%
Surface water	17%	11%	19%	14%	10%	20%	16%	13%	16%
Roads	19%	18%	19%	14%	24%	18%	21%	27%	19%
Rural/small town atmosphere	12%	24%	28%	13%	21%	23%	20%	33%	22%
Wildlife habitat	38%	48%	41%	51%	48%	40%	40%	33%	43%

" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use."



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Big Box Retail - Most respondents (43%) stated discourage big-box retail, while 33% indicated encourage, 16% does not apply, and 8% not sure. Respondents who were more likely to state encourage include those age 18 to 34 (40% - 47%), those owning less than one acre (42%), urban/suburban residents (46%), and those with less than one year of tenure (42%). Most respondents in these cohorts responded encourage more often than

discourage. All other cohorts indicated discourage more often than encourage. Shoreland residents were more likely to state discourage (50%).

Farmland - Over 3/4 (82%) stated encourage farmland, while 5% stated discourage, 4% does not apply, and 9% not sure. Urban/suburban (72%) and shoreland respondents (77%) stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Rural hobby farm (91%), rural farm (91%), and rural non-farm (88%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

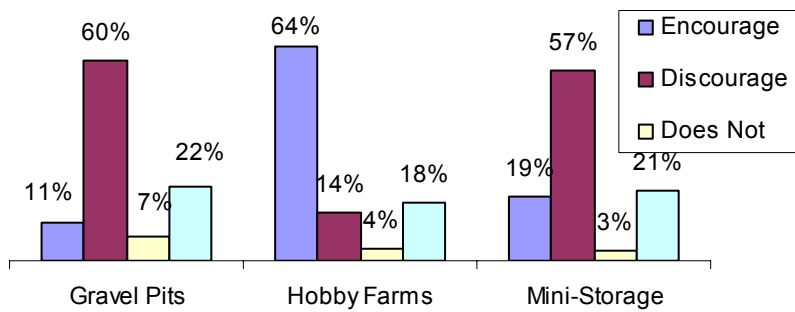
Forests - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to 80 acres (89%) and 201 to 500 acres (90%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

Q25 BIG BOX RETAIL	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	10%	27%	11%	30%	8%	47%	26%	21%	29%
Discourage	48%	47%	45%	50%	59%	35%	33%	43%	43%
Does not apply	38%	17%	40%	11%	29%	8%	33%	29%	20%
Not Sure	5%	9%	5%	9%	4%	10%	9%	7%	8%

Q25 FARMLAND	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	88%	84%	88%	93%	91%	67%	75%	61%	79%
Discourage	2%	8%	2%	3%	3%	9%	6%	11%	6%
Does not apply	0%	1%	1%	1%	1%	9%	7%	7%	4%
Not Sure	10%	6%	8%	3%	5%	16%	12%	21%	11%

Q25 FORESTS	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	83%	84%	90%	87%	81%	66%	70%	71%	77%
Discourage	7%	5%	5%	6%	6%	9%	6%	11%	7%
Does not apply	0%	4%	5%	4%	6%	15%	16%	14%	10%
Not Sure	10%	7%	0%	3%	6%	9%	8%	4%	7%

" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use." - continued



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Gravel Pits - A majority (60%) stated discourage gravel pits, while 11% stated encourage, 7% does not apply, and 22% not sure. The level of encouragement was directly related to acres

owned (7%, less than one acre; 55%, over 500 acres), with the owners of over 500 acres stating encourage more often than discourage. Rural farms also stated encourage more often (21%), but a slight majority (51%) still stated discourage.

Hobby Farms - A majority (64%) stated encourage hobby farms, while 14% stated discourage, 4% does not apply, and 18% not sure. Respondents owning less than one acre stated encourage (56%) less often, while those owning 11 to 80 acres stated encourage more often (71%). The percentage indicating encourage peaked in the 35 to 44 age cohort (79%) and declined with age (71%, age 45 to 54; 64%, age 55 to 64; 54%, age 65 to 74; 40%, age 75 to 84; 42%, over age 85). As would be expected, rural hobby farms stated encourage more often (92%) as did rural non-farm (71%). Respondents with 1 to 20 years of tenure stated encourage more often (68% - 73%), while those with over 20 years stated encourage less often (60%).

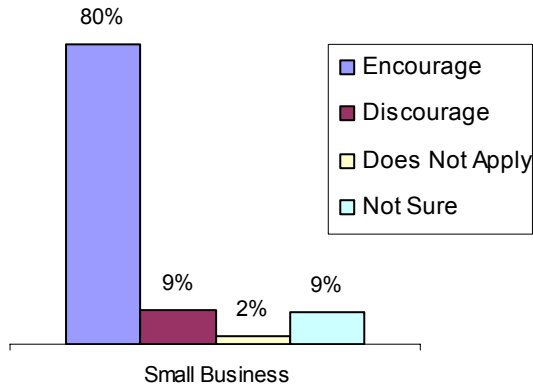
Mini-Storage - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated discourage less often (39% - 45%). Urban residents stated discourage less often (50%), while those with less than 5 years of tenure indicated discourage more often (62% - 63%).

Q25 GRAVEL PITS	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	27%	12%	18%	21%	7%	10%	12%	11%	14%
Discourage	51%	58%	58%	48%	48%	52%	43%	61%	51%
Does not apply	5%	16%	5%	9%	13%	13%	6%	14%	11%
Not Sure	17%	14%	20%	21%	32%	25%	39%	14%	24%

Q25 HOBBY FARMS	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	67%	86%	70%	59%	64%	50%	57%	64%	61%
Discourage	17%	3%	12%	25%	9%	19%	17%	18%	16%
Does not apply	0%	1%	4%	1%	4%	7%	6%	7%	5%
Not Sure	17%	10%	15%	15%	22%	24%	20%	11%	19%

Q25 MINI-STORAGE	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	20%	18%	12%	24%	13%	27%	37%	39%	24%
Discourage	43%	61%	59%	61%	58%	43%	30%	43%	49%
Does not apply	5%	4%	6%	1%	3%	2%	5%	0%	3%
Not Sure	33%	17%	22%	14%	26%	28%	28%	18%	24%

" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use." - continued



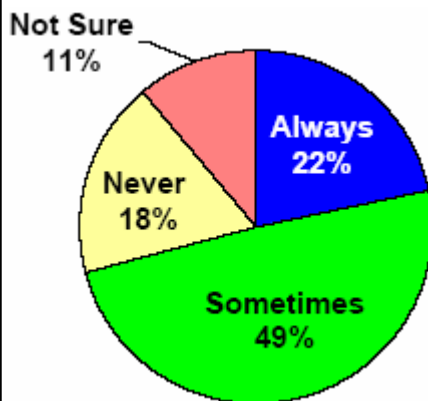
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Small Business - Most respondents (80%) stated encourage small business, while 9% stated discourage, 2% does not apply, and 9% not sure. Respondents owning less than one acre (89%) and over 500 acres (85%) stated encourage more often, while those owning 11 to 200 acres stated encourage less often (71% - 72%). Urban/suburban respondents indicated encourage more often (90%), while

rural hobby farms (74%), rural farms (69%), rural non-farms (75%), and non-county residents (73%) stated encourage less often.

Q25 SMALL BUSINESS	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	62%	66%	63%	80%	60%	91%	93%	97%	79%
Discourage	17%	21%	18%	11%	23%	4%	1%	0%	11%
Does not apply	7%	4%	7%	0%	8%	1%	0%	0%	3%
Not Sure	14%	9%	12%	9%	9%	4%	6%	3%	7%

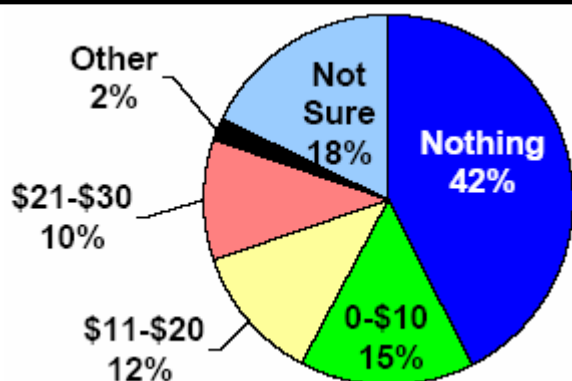
" Should landowners in your area be compensated not to develop their land?"



Countywide, most (49%) stated sometimes, while 22% stated always, 18% stated never, and 11% were not sure. Respondents stating always increased directly with acres owned (16%, less than one acre; 39%, over 500 acres) and decreased with age (36%, age 18 to 24; 13%, over 85). Urban/suburban (17%) and shoreland (15%) respondents stated always less often, while rural hobby farms (34%) and rural farms (32%) stated always more often.

Q26	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Always	26%	28%	24%	18%	35%	15%	16%	13%	20%
Sometimes	43%	43%	47%	55%	46%	48%	54%	57%	49%
Never	17%	18%	15%	19%	13%	23%	15%	17%	18%
Not Sure	14%	13%	14%	9%	6%	15%	14%	13%	13%

" How much would you be willing to pay annually in increased property taxes to fund a system that pays landowners for not developing their land ?"



Countywide, most (42%) stated nothing, followed \$0 - \$10 (15%), \$11 - \$20 (12%), \$21 - \$30 (10%), other (2%), and not sure (18%). When an analysis is completed using the all landowners (e.g., \$5 for the \$0 - \$10 category), the average a county landowner is willing to pay annually is \$7.33. When only those who are willing to pay is considered, the average is \$15.14.

Q27	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Nothing	43%	47%	45%	47%	44%	50%	53%	57%	48%
\$0 - \$10	10%	18%	8%	16%	13%	20%	8%	21%	15%
\$11 - \$20	21%	5%	12%	10%	17%	8%	12%	7%	10%
\$21 - \$30	12%	8%	5%	7%	8%	4%	10%	4%	6%
Other	2%	4%	5%	2%	4%	0%	0%	0%	2%
Not Sure	12%	18%	26%	19%	14%	19%	17%	11%	18%

Survey Results Summary

"9 Elements"

- ✓ Natural resources are important with an emphasis on groundwater and wildlife habitat.
- ✓ 75% agree protecting forests from fragmentation is important.
- ✓ Farmland protection is important, while converting farmland is not supported by a majority.
- ✓ Dairy/livestock expansion widely supported...acres with most productive farmland preferred.
- ✓ Affordable housing supported by a slim majority...more support by young and old age groups and owners of fewer acres.
- ✓ Regional cooperation for economic development and service provision widely supported.
- ✓ Divided opinions on increasing taxes and reducing services, but...
 - ...3/4 (77%) support managing development to control community costs.
 - ...2/3 (67%) support limiting new development to existing road capacity.

Land Use

- ✓ Most agree (78%) land use strategies are necessary to protect community interests.
- ✓ 72% agree they should be allowed to use their property as they see fit, but fewer (56%) agree neighbors should too.
- ✓ Most support (61%) design standards for new development.
- ✓ Most agree (45%) residential development should not occur in rural areas; urban/suburban disagree the most (40%), while farms agree the most (53%-58%), but many disagree (25%-35%).
- ✓ Preference is to use same amount of land and build same number of homes; rural owners (40+% prefer a decrease).
- ✓ 1-2 acres preferred lot size for almost all demographic groups.
- ✓ Most (71%) agree owners should "sometimes" or "always be compensated not to develop their land...
 - ...37% willing to pay taxes to fund a compensation system (\$15.14 annually); 42% not willing